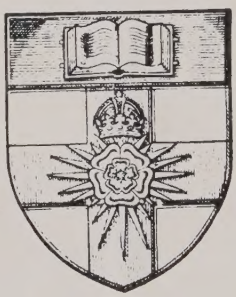
UNIVERSITY OF LONDON LIBRARY

THIS BOOK
MUST NOT BE REMOVED
FROM THE LIBRARY

REFERENCE ONLY

PARL. PAPERS
FOR REFERENCE ONLY.



UNIVERSITY OF LONDON
LIBRARY

REPORTS

FROM

COMMISSIONERS:

TWENTY VOLUMES.

—*(9.)*—

CIVIL SERVICE; PUBLIC OFFICES;
POST OFFICE;
LAW OF PARTNERSHIP.

Session

31 *January* ——12 *August* 1854.

VOL. XXVII.

1854.

REPORTS FROM COMMISSIONERS:

1854.

TWENTY VOLUMES:—CONTENTS OF THE

NINTH VOLUME.

N.B.—*THE* Figures *at the* beginning of the line, *correspond with the* N° *at the foot of each* Report; *and the* Figures *at the* end of the line, *refer to the* MS. Paging *of the Volumes arranged for The House of Commons.*

CIVIL SERVICE:

[1713.] REPORT on the Organization of the PERMANENT CIVIL SERVICE; together with a LETTER from the Rev. *B. Jowett* - - p. 1

PUBLIC OFFICES:

[1715.] REPORTS of COMMITTEES of INQUIRY into PUBLIC OFFICES, and PAPERS connected therewith - - - - - - - 33

POST OFFICE:

[1816.] REPORT upon the POST OFFICE, 1854 - - - - 397

LAW OF PARTNERSHIP:

[1791.] FIRST REPORT of the COMMISSIONERS appointed to inquire and ascertain how far the MERCANTILE LAWS in the different Parts of the United Kingdom of *Great Britain* and *Ireland* may be advantageously assimilated; and also whether any and what Alterations and Amendments should be made in the LAW of PARTNERSHIP as regards the Question of the limited or unlimited RESPONSIBILITY of PARTNERS - - - - - - - - - - 445

A copy of this report will be found in the Goldsmiths Library at :

[G.L.] 1854 fol. Vol. lettered :- Mercantile Law Comm

REPORT

ON THE

ORGANISATION

OF THE

PERMANENT CIVIL SERVICE,

TOGETHER WITH A

LETTER FROM THE REV. B. JOWETT.

Presented to both Houses of Parliament by Command of Her Majesty.

LONDON:
PRINTED BY GEORGE E. EYRE AND WILLIAM SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.
FOR HER MAJESTY'S STATIONERY OFFICE.

1854.

BIBL. LONDIN. UNIV.

ON THE ORGANISATION OF THE PERMANENT CIVIL SERVICE.

Report.

We now proceed to comply with that part of our instructions which states that, in connection with the inquiries which we were directed to make into each particular office, it is highly necessary that the conditions which are common to all the public establishments, such as the preliminary testimonials of character and bodily health to be required from candidates for public employment, the examination into their intellectual attainments, and the regulation of the promotions, should be carefully considered, so as to obtain full security for the public that none but qualified persons will be appointed, and that they will afterwards have every practicable inducement to the active discharge of their duties.

It cannot be necessary to enter into any lengthened argument for the purpose of showing the high importance of the Permanent Civil Service of the country in the present day. The great and increasing accumulation of public business, and the consequent pressure upon the [illegible] only to be alluded to; and the inconveniences which are inseparable from the frequent changes which take place in the responsible administration are matter of sufficient notoriety. It may safely be asserted that, as matters now stand, the Government of the country could not be carried on without the aid of an efficient body of permanent officers, occupying a position duly subordinate to that of the Ministers who are directly responsible to the Crown and to Parliament, yet possessing sufficient independence, character, ability, and experience to be able to advise, assist, and, to some extent, influence, those who are from time to time set over them.

Its merits generally acknowledged.

That the Permanent Civil Service, with all its defects, essentially contributes to the proper discharge of the functions of Government, has been repeatedly admitted by those who have successively been responsible for the conduct of our affairs. All, however, who have had occasion to examine its constitution with care, have felt that its organisation is far from perfect, and that its amendment is deserving of the most careful attention.

Its defects.

Report.

It does not attract the ablest men.

It would be natural to expect that so important a profession would attract into its ranks the ablest and the most ambitious of the youth of the country; that the keenest emulation would prevail among those who had entered it; and that such as were endowed with superior qualifications would rapidly rise to distinction and public eminence. Such, however, is by no means the case. Admission into the Civil Service is indeed eagerly sought after, but it is for the unambitious, and the indolent or incapable, that it is chiefly desired. Those whose abilities do not warrant an expectation that they will succeed in the open professions, where they must encounter the competition of their contemporaries, and those whom indolence of temperament or physical infirmities unfit for active exertions, are placed in the Civil Service, where they may obtain an honourable livelihood with little labour, and with no risk; where their success depends upon their simply avoiding any flagrant misconduct, and attending with moderate regularity to routine duties; and in which they are secured against the ordinary consequences of old age, or failing health, by an arrangement which provides them with the means of supporting themselves after they have become incapacitated.

Nature of its inducements.

It may be noticed in particular that the comparative lightness of the work, and the certainty of provision in case of retirement owing to bodily incapacity, furnish strong inducements to the parents and friends of sickly youths to endeavour to obtain for them employment in the service of the Government; and the extent to which the public are consequently burdened, first with the salaries of officers who are obliged to absent themselves from their duties on account of ill health, and afterwards with their pensions when they retire on the same plea, would hardly be credited by those who have not had opportunities of observing the operation of the system.

It is not our intention to suggest that all public servants entered the employment of the Government with such views as these; but we apprehend that as regards a large proportion of them, these motives more or less influenced those who acted for them in the choice of a profession; while, on the other hand, there are probably very few who have chosen this line of life with a view to raising themselves to public eminence.

The result.

The result naturally is, that the public service suffers both in internal efficiency and in public estimation. The

character of the individuals influences the mass, and it is thus that we often hear complaints of official delays, official evasions of difficulty, and official indisposition to improvement.

There are, however, numerous honourable exceptions to these observations, and the trustworthiness of the entire body is unimpeached. They are much better than we have any right to expect from the system under which they are appointed and promoted.

Difficulties of the Civil Service.

The peculiar difficulties under which the Permanent Civil Service labours, in obtaining a good supply of men, as compared with other professions, are partly natural and partly artificial.

Its natural difficulties are such as these:—

Youth of those who enter it.

Those who enter it generally do so at an early age, when there has been no opportunity of trying their fitness for business, or forming a trustworthy estimate of their characters and abilities. This to a great extent is the case in other professions also, but those professions supply a corrective which is wanting in the Civil Service, for as a man's success in them depends upon his obtaining and retaining the confidence of the public, and as he is exposed to a sharp competition on the part of his contemporaries, those only can maintain a fair position who possess the requisite amount of ability and industry for the proper discharge of their duties. The able and energetic rise to the top; the dull and inefficient remain at the bottom. In the public establishments, on the contrary, the general rule is that all rise together. After a young man has been once appointed, the public have him for life; and if he is idle or inefficient, provided he does not grossly misconduct himself, we must either submit to have a portion of the public business inefficiently and discreditably performed, or must place the incompetent person on the retired list, with a pension, for the rest of his life. The feeling of security which this state of things necessarily engenders tends to encourage indolence, and thereby to depress the character of the Service. Again, those who are admitted into it at an early age are thereby relieved from the necessity of those struggles which for the most part fall to the lot of such as enter upon the open professions; their course is one of quiet, and generally of secluded, performance of routine duties, and they consequently have but limited opportunities of acquiring that varied experience of life which is so important to the development of character.

Absence of competition.

Feeling of security.

Limited experience of

Report.

To these natural difficulties may be added others arising from what may be called artificial causes.

Effects of patronage on first appointments.

The character of the young men admitted to the public service depends chiefly upon the discretion with which the heads of departments, and others who are entrusted with the distribution of patronage, exercise that privilege. In those cases in which the patronage of departments belongs to their chief for the time being, the appointments which it commonly falls to his lot to make are either those of junior clerks, to whom no very important duties are in the first instance to be assigned, or of persons who are to fill responsible and highly paid situations above the rank of the ordinary clerkships. In the first case, as the character and abilities of the new junior clerk will produce but little immediate effect upon the office, the chief of the department is naturally led to regard the selection as a matter of small moment, and will probably bestow the office upon the son or dependant of some one having personal or political claims upon him, or perhaps upon the son of some meritorious public servant, without instituting any very minute inquiry into the merits of the young man himself. It is true that in many offices some kind of examination is prescribed, and that in almost all the person appointed is in the first instance nominated on probation; but, as will presently be pointed out, neither of these tests are at present very efficacious. The young man thus admitted is commonly employed upon duties of the merest routine. Many of the first years of his service are spent in copying papers, and other work of an almost mechanical character. In two or three years he is as good as he can be at such an employment. The remainder of his official life can only exercise a depressing influence on him, and renders the work of the office distasteful to him. Unlike the pupil in a conveyancer's or special pleader's office, he not only begins with mechanical labour as an introduction to labour of a higher kind, but often also ends with it. In the meantime his salary is gradually advancing till he reaches, by seniority, the top of his class, and on the occurrence of a vacancy in the class above him he is promoted to fill it, as a matter of course, and without any regard to his previous services or his qualifications. Thus, while no pains have been taken in the first instance to secure a good man for the office, nothing has been done after the clerk's appointment to turn his abilities, whatever they may be, to the best account. The result naturally

First appointment of junior clerks.

Routine character of their duties.

Promotion by seniority.

Superior appointments

Report.

is, that when the chief of the office has to make an appointment of visible and immediate importance to the efficiency of his department, he sometimes has difficulty in finding a clerk capable of filling it, and he is not unfrequently obliged to go out of the office, and to appoint some one of high standing in an open profession, or some one distinguished in other walks of life, over the heads of men who have been for many years in the public service. This is necessarily discouraging to the Civil Servants, and tends to strengthen in them the injurious conviction, that their success does not depend upon their own exertions, and that if they work hard, it will not advance them,—if they waste their time in idleness, it will not keep them back.

Appointments given to strangers.

It is of course essential to the public service that men of the highest abilities should be selected for the highest posts; and it cannot be denied that there are a few situations in which such varied talent and such an amount of experience are required, that it is probable that under any circumstances it will occasionally be found necessary to fill them with persons who have distinguished themselves elsewhere than in the Civil Service. But the system of appointing strangers to the higher offices has been carried far beyond this. In several departments the clerks are regarded as having no claim whatever to what are called the staff appointments; and numerous instances might be given in which personal or political considerations have led to the appointment of men of very slender ability, and perhaps of questionable character, to situations of considerable emolument, over the heads of public servants of long standing and undoubted merit. Few public servants would feel the appointment of a barrister of known eminence and ability to some important position, like that of Under Secretary of State, as a slight, or a discouragement to themselves; but the case is otherwise when some one who has failed in other professions, and who has no recommendation but that of family or political interest, is appointed to a Librarianship, or some other such office, the duties of which would have been far better discharged by one who had been long in the department, and to whom the increased salary attached to the appointment would have been a fair reward for years of faithful service.

Staff appointments.

Fragmentary character of the service.

One more peculiarity in the Civil Service remains to be noticed. It is what may be called its fragmentary character.

Report.

Unlike the Military and Naval, the Medical, and the Commissariat Services, and unlike even the Indian Civil Service, the public establishments of this country, though comprising a body of not less than 16,000 persons, are regulated upon the principle of merely departmental promotion. Each man's experience, interests, hopes, and fears are limited to the special branch of service in which he is himself engaged. The effect naturally is, to cramp the energies of the whole body, to encourage the growth of narrow views and departmental prejudices, to limit the acquisition of experience, and to repress and almost extinguish the spirit of emulation and competition; besides which, considerable inconvenience results from the want of facilities for transferring strength from an office where the work is becoming slack to one in which it is increasing, and from the consequent necessity of sometimes keeping up particular departments on a scale beyond their actual requirements.

How best to obtain proper men for the public service.

Having thus touched upon some of the difficulties with which the public service is beset, we come to the consideration of the problem, What is the best method of providing it with a supply of good men, and of making the most of them after they have been admitted?

The first question which here presents itself is, Whether it is better to train young men for the discharge of the duties which they will afterwards have to perform, or to take men of mature age, who have already acquired experience in other walks of life?

Better to train young men than take them from other professions.

Our opinion is, that, as a general rule, it is decidedly best to train young men. Without laying too much stress on the experience which a long official life necessarily brings with it, we cannot but regard it as an advantage of some importance. In many offices, moreover, it is found that the superior docility of young men renders it much easier to make valuable public servants of them, than of those more advanced in life. This may not be the case in the higher class of offices, but is unquestionably so in those where the work consists chiefly of account business. The maintenance of discipline is also easier under such circumstances, and regular habits may be enforced, which it would be difficult to impose for the first time upon older men. To these advantages must be added the important one of being able, by proper regulations, to secure the services of fit persons on much more economical terms. A young man who has not made trial of any other profession

will be induced to enter that of the Civil Service by a much more moderate remuneration than would suffice to attract him a few years later from the pursuit of one in which he had overcome the first difficulties and begun to achieve success; while to attempt to fill the ranks of the Civil Service with those who had failed elsewhere, and were on that account willing to accept a moderate salary, would be simply to bring it into discredit. It cannot be doubted that, even in the absence of proper precautions for securing good appointments, it is more probable that a fair proportion of eligible men will be found among a number taken at their entrance into life, particularly if pains be bestowed upon them after their appointment, than among an equal number taken after some years of unsuccessful efforts to open another line for themselves. The temptation to jobbing, and the danger of decidedly improper appointments being made, is also considerably less in the case of the selection of young men than in that of persons more advanced in life.

Principle on which the public service should be recruited.

The general principle, then, which we advocate is, that the public service should be carried on by the admission into its lower ranks of a carefully selected body of young men, who should be employed from the first upon work suited to their capacities and their education, and should be made constantly to feel that their promotion and future prospects depend entirely on the industry and ability with which they discharge their duties, that with average abilities and reasonable application they may look forward confidently to a certain provision for their lives, that with superior powers they may rationally hope to attain to the highest prizes in the Service, while if they prove decidedly incompetent, or incurably indolent, they must expect to be removed from it.

Examination and probation.

The first step towards carrying this principle into effect should be, the establishment of a proper system of examination before appointment, which should be followed, as at present, by a short period of probation. The necessity of this has been so far admitted that some kind of examination does now take place before clerks are admitted into any of the following offices:—The Treasury, the Colonial Office, the Board of Trade, the Privy Council Office, the Poor Law Board, the War Office, the Ordnance Office, the Audit Office, the Paymaster General's Office, the Inland Revenue Office, the Emigration Office, and some others. These examinations vary in their cha-

Examinations already held.

Report.

racter; in some offices more is required than in others, and in some cases what is required will be more rigidly enforced by one set of Examiners than by another.

Necessity for a central system of examination.

The preliminary examination of candidates for civil employment, however, cannot be conducted in an effective and consistent manner throughout the Service, while it is left to each department to determine the nature of the examination and to examine the candidates. Some on whom the duty of examining devolves feel no interest in the subject; others, although disposed to do their best, are likely to entertain erroneous or imperfect conceptions of the standard of examination which ought to be fixed, and to be unable to apply it properly after it has been settled. The time and attention of the superior officers are fully occupied in disposing of the current business of their respective departments. To do this in a creditable manner will always be their primary object; and as the bearing of the subject under consideration upon the efficiency of their departments, although very important, is not of a direct or immediate kind, and is not likely to have much effect during their own tenure of office, what has to be done in reference to it will either be done by themselves in a hurried and imperfect manner, or will be left by them to their subordinate officers to be dealt with at their discretion. In a large department, in which numerous candidates have to be examined, want of time will prevent the superior officers from giving the subject the attention it deserves; and other matters, although of infinitely less real consequence, will have the precedence, because they press, and must be disposed of at the moment. Moreover, a large proportion of the persons appointed to a public department usually consists of young men in whose success the heads of the office or the principal clerks take a lively personal interest, owing to relationship or some other motive connected with their public or private position; and an independent opinion is hardly to be expected from an examiner who is acting under the orders of the one, and is in habits of daily intercourse with the other. A public officer ought not to be placed in a situation in which duty might require him to make an unfavourable report under such circumstances. Lastly, even supposing every other circumstance to be favourable, it is impossible that each department, acting for itself, can come to such just conclusions in regard to the nature of the preliminary examination, or can conduct it in such a fair, and effective,

Report.

and consistent manner, as would persons having the advantage of a general view of the subject as it affects every public department, and who should have been selected for the duty on account of their experience in matters of this description.

Central Board of Examiners recommended.

We accordingly recommend that a central Board should be constituted for conducting the examination of all candidates for the public service whom it may be thought right to subject to such a test. Such board should be composed of men holding an independent position, and capable of commanding general confidence; it should have at its head an officer of the rank of Privy Councillor; and should either include, or have the means of obtaining the assistance of, persons experienced in the education of the youth of the upper and middle classes, and persons who are familiar with the conduct of official business. It should be made imperative upon candidates for admission to any appointment, (except in certain special cases which will presently be noticed,) to pass a proper examination before this Board, and obtain from them a certificate of having done so.

Nature of the examination: Competition should be introduced.

We are of opinion that this examination should be in all cases a competing literary examination. This ought not to exclude careful previous inquiry into the age, health, and moral fitness of the candidates. Where character and bodily activity are chiefly required, more, comparatively, will depend upon the testimony of those to whom the candidate is well known; but the selection from among the candidates who have satisfied these preliminary inquiries should still be made by a competing examination. This may be so conducted as to test the intelligence, as well as the mere attainments of the candidates. We see no other mode by which (in the case of inferior no less than of superior offices) the double object can be attained of selecting the fittest person, and of avoiding the evils of patronage.

For the superior situations endeavours should be made to secure the services of the most promising young men of the day, by a competing examination on a level with the highest description of education in this country. In this class of situations there is no limit to the demands which may ultimately be made upon the abilities of those who, entering them simply as junior clerks, gradually rise to the highest posts in them. To obtain first-rate men, it is obvious that recourse should be had to com-

Report.

petition. It would be impossible to impose upon each candidate for a clerkship, as a positive test of his fitness for the appointment, the necessity of passing an examination equal to that of first-class men at the universities; but if, on the occurrence of a vacancy, it is found that a number of candidates present themselves, of whom some are capable of passing such an examination, there can be no reason why the public should not have the benefit of such men's services, in preference to those of persons of inferior merit. It may be repeated that no other means can be devised of avoiding the evils of patronage, which, if, in this case, less objectionable because of the comparatively small number of superior appointments, is much more objectionable in its effects on the public business of the country.

The examinations should be so conducted as to secure the special attainments required in particular branches of the public service.

Our proposal is not inconsistent with the appropriation of special talents or attainments to special departments of the public service. In the case, for example, of the subordinate grades from which collectors, surveyors, secretaries, junior commissioners, and other superior officers of the Revenue departments are usually selected, the nature of the examination should be adapted to the object of securing the scientific and other attainments which are so important to the efficiency of these great national establishments. In the same way provision might be made for securing the peculiar attainments to be required of persons to be employed in the Foreign Office, and in the diplomatic and consular services; and in respect to offices of account, arithmetic and book-keeping will be principally insisted on.

The competition should not be for specific appointments.

It next becomes a question, whether the competition which we have proposed should take place on the occasion of each vacancy, or whether there should be periodical examinations. We are of opinion that it would be desirable to adopt the latter alternative. There are peculiar advantages in a system of periodical examinations. It economizes the number, and also the time of the examiners, who, instead of being overworked half the year, have their employment regularly distributed. It is also more convenient to the candidates themselves. We propose, therefore, that examinations should be held at stated times; that an average having been taken of the number of situations of the class contended for, which periodically fall vacant, it should be announced, before the commencement of each trial, how many gentlemen were

Mode in which periodical examinations may be turned to account.

to be elected for admission into the public service on that occasion. The election having taken place, those who have succeeded should be distributed among the offices to which appointments are to be made, on the footing of probationers. The precise mode in which the successful candidates should be allotted to the several departments will require some consideration; but there will be no difficulty in it which may not easily be overcome. One obvious course of proceeding would be to send to each department a list of those who are selected for appointments, leaving to the head of each office to choose from among them as vacancies occur. Or it might be thought desirable that the Board of Examiners should recommend particular men to particular departments, according to their capacities, the head of the department in each case exercising his discretion in accepting them or not; or the choice might be given to the candidates themselves, some restriction being imposed to prevent any from choosing offices for which their peculiar education had not fitted them. If more have been elected (in order to maintain the average) than there is immediate demand for, they should be sent as supernumerary clerks to the offices in which the work happens to be the heaviest, unless there is any special service upon which they can with advantage be temporarily employed, or they might wait to take their turn. As vacancies occur from time to time before the next general examination, the supernumeraries should be appointed to them, and, if the whole have not been placed before that time, it will only be necessary to make the next batch the smaller. It would be desirable to retain the probation as at present, rendering it more efficient by precise reports of the conduct of the probationers.

Probation to be retained.

In the examinations which we have recommended, we consider that the right of competing should be open to all persons, of a given age, subject only, as before suggested, to the necessity of their giving satisfactory references to persons able to speak to their moral conduct and character, and of producing medical certificates to the effect that they have no bodily infirmity likely to incapacitate them for the public service. It is only by throwing the examinations entirely open that we can hope to attract the proper class of candidates.

Competing examination to b open to all.

The choice of the subjects to be comprehended in the examination, as well as the mode in which the examina-

Subjects of the examination.

Report.

tion should be conducted, so as to diminish the labour by eliminating such candidates as have obviously no chance of success, should, of course, be left to the Board of Examiners. We will therefore only indicate the advantage of making the subjects as numerous as may be found practicable, so as to secure the greatest and most varied amount of talent for the public service. Men whose services would be highly valuable to the country might easily be beaten by some who were their inferiors, if the examination were confined to a few subjects to which the latter had devoted their exclusive attention; but if an extensive range were given, the superiority of the best would become evident. Besides, an opportunity would be afforded for judging in what kind of situation each is likely to be most useful; and we need hardly allude to the important effect which would be produced upon the general education of the country, if proficiency in history, jurisprudence, political economy, modern languages, political and physical geography, and other matters, besides the staple of classics and mathematics, were made directly conducive to the success of young men desirous of entering into the public service. Such an inducement would probably do more to quicken the progress of our Universities, for instance, than any legislative measures that could be adopted.

It would probably be right to include in the examination some exercises directly bearing upon official business; to require a precis to be made of a set of papers, or a letter to be written under given circumstances; but the great advantage to be expected from the examinations would be, that they would elicit young men of general ability, which is a matter of more moment than their being possessed of any special acquirements. Men capable of distinguishing themselves in any of the subjects we have named, and thereby affording a proof that their education has not been lost upon them, would probably make themselves useful wherever they might be placed. We have before us the testimony of an eminent public officer, who was for many years connected with one of the chief departments of the State. He writes thus:—

"During my long acquaintance with the —— Office, I "remember four, and only four, instances of young men "being introduced into it on the ground of well-ascer- "tained fitness. I do not venture to mention any names, "but I confidently affirm that the superiority of those "four gentlemen to all the rest was such as to extort

"the acknowledgment of it from their rivals, and to "win the high applause of each successive Secretary of "State."

We feel satisfied that by the measures which we have suggested for ascertaining the fitness of each person before his appointment, the most marked and important improvement may be introduced into the public service.

Cases in which examination will not be applicable.

We must remark that there will be some cases in which examination will not be applicable. It would be absurd to impose this test upon persons selected to fill the appointments which have been previously spoken of under the name of staff appointments (see p. 337), on account of their acknowledged eminence in one of the liberal professions, or in some other walk of life. We think, however, that the circumstances under which any person is appointed to such an office should always be placed on record by an official correspondence between the department to which he is assigned and the Board of Examiners; and we would also suggest for consideration the expediency of making an annual return to Parliament of the names of persons who may be so appointed.

The examination for the lower class of appointments should be local.

In dealing with the lower class of appointments, it will be necessary to make provision against the difficulty that if the examinations were all held at one place, a large proportion of those who might reasonably become candidates would be deterred from presenting themselves by the expense of the journey. If the scheme of examinations were more favourable to one locality than another, there can be no doubt that it would soon be set aside as unjust. We propose, therefore, that an arrangement should be made for holding examinations in various parts of the United Kingdom. A staff of assistant examiners might be formed; or the services of competent men might be engaged from time to time, or recourse might be had to the machinery of the Education Department of the Privy Council, for the purpose of holding district examinations at stated periods. Due notice should be given of the times and places at which such examinations are to be held, and all persons intending to compete should be required to send in their names by a certain day. The examinations should all take place on the same day,—the examination papers being sent to each locality by the same post, as is done in the examinations conducted by

Report.

the Education Department; and the papers, with the work of the candidates, being returned to the Central Board, which would cause them to be examined in the manner adopted at the Privy Council Office.* The required number should then be selected as probationers for the various appointments to be filled. The precise arrangements will, however, require much consideration, and we are of opinion that they cannot properly be determined otherwise than by experience, such as the proposed Board of Examiners, acting in concert with the Chiefs of the several Departments, would speedily acquire. We have satisfied ourselves, by communications with persons whose official position enables them to form sound opinions on the subject, that there will be no formidable difficulty in making the necessary arrangements to meet the vast majority of cases. Mr. John Wood, the Chairman of the Board of Inland Revenue, has, as far as he was able, acted on these principles in the selection of Excisemen; and the experiment has succeeded in a manner which is highly encouraging to further attempts in the same direction.

The first proposal to subject public appointments to competition made by the Government of Lord John Russell in 1846.

A suggestion to bestow a proportion of the inferior appointments in the public service upon the Pupils in Schools connected with the Privy Council, was made by the Government of Lord John Russell in 1846, and a Minute was passed by the Education Committee upon the subject. No effect having been given to this Minute, it was repealed by the Education Committee under Lord Derby's Government, as being inoperative. It is obvious that no mere Minute of a Committee of Privy Council could give effect to such a scheme unless taken up as a part of the general policy of the Government.

Age of admission.

With regard to the age of admission, we are of opinion that in the case of candidates for superior situations the

* As the process adopted by the Education Department of the Privy Council may not be generally known, it is well to state that the papers of the candidates in all parts of the country are sent to the Central Office, where they are sorted according to subjects, and sent to different Inspectors, e.g., all the papers in Arithmetic to one, all in History to another, and so forth. Each Inspector assigns a number of marks to each paper, according to its merit. The papers are then returned; those of each candidate are put together again; the total number of marks which he has obtained is ascertained; and the candidates are finally arranged according to the result of the comparison.

limits should, as a general rule, be 19 and 25; in the case of candidates for inferior offices, 17 and 21. *Report.*

Having thus completed our suggestions as to the best mode of obtaining a proper supply of public servants in the first instance, we have next to offer some remarks on what appears to us to be the best mode of regulating their employment, and their promotion, so as to maintain the efficiency of the office at the highest point. *Best mode of maintaining the efficiency of an office.*

As we have already spoken of the importance of establishing a proper distinction between intellectual and mechanical labour, we need offer no further observations on this most vital point. The proper maintenance of such distinction depends more upon the discretion and management of the chiefs of offices and those immediately below them, than upon any general regulations that could be made by a central authority. We consider that a great step has been taken by the appointment in several offices of a class of supplementary clerks, receiving uniform salaries in each department, and capable therefore of being transferred, without inconvenience, from one to another, according as the demand for their services may be greater or less at any particular time; and we expect that the moveable character of this class of officers, and the superior standard of examination which we have proposed for the higher class, will together have the effect of marking the distinction between them in a proper manner. Separation of intellectual from mechanical labour.

We are aware that a measure has sometimes been recommended, which, if adopted, would have the effect of establishing to a certain extent the separation which we have spoken of;—we mean the creation of a general copying office, common to the whole or most of the departments in the neighbourhood of Whitehall, at which all of them might get their copying work done at a certain rate of payment by the piece. Question of a copying office.

We are, however, not prepared to recommend the adoption of such a measure. Copying is not the only work of a mechanical, or nearly mechanical, character which is performed in the public offices. A great deal of work of various kinds, such as registering, posting accounts, keeping diaries, and so forth, may very well be done by supplementary clerks of an inferior class under the direction of a small number of superiors. Such work, however, could not be sent out of the office; and even with regard to copying, it would be found that several Measure not recommended.

Report.

offices, which would be included in the proposed arrangement, would object to sending out a large proportion of their letters for that purpose, and that a great deal of copying is done in books which could not conveniently be parted with. Hence, it would be necessary, even were the copying office established, to maintain a class of supplementary clerks in each office in addition to it, or else the clerks would be employed nearly in the same manner as at present, that is to say, without a proper distinction between intellectual and mechanical duties.

Transfer of clerks from one department to another.

Another point to which the attention of the chiefs of offices should be called is, the importance of transferring the clerks from one department of the office to another, so that each may have an opportunity of making himself master of the whole of the business before he is called upon, in due course of time, to take a leading position. A proper system of transfers, according to fixed rules in each office, and insured by periodical reports to the chief, must exercise a beneficial influence both upon the clerks themselves, and upon the general efficiency of the establishment. Periodical reports upon the manner in which each clerk has been employed, should be made to the chief of the office.

Promotions, and increase of salary.

The advance of salaries in the public service is regulated upon a twofold principle. Each man, on being appointed to a clerkship in a particular class, receives for the first year, and in some cases for the first two or three years, what is called the minimum salary of that class, after which his salary increases, by a certain annual increment, to what is called the maximum salary; that is to say, if the minimum be 100*l.* a year, the maximum 300*l.*, and the annual increment 15*l.*, the clerk receives 100*l.* in the first year, 115*l.* in the second, 130*l.* in the third, and so on till his salary reaches 300*l.*, at which point it must remain stationary unless he is promoted to a higher class. He may, however, at any time, whether before or after attaining the maximum salary of one class, be promoted to a higher on the occurrence of a vacancy, if he is considered deserving of such promotion, and he will immediately thereupon begin to receive the minimum salary of the higher class, and to advance therefrom by annual increments, without reference to the amount he was previously receiving. The theory of the public service is, that the annual increase of salary from the minimum to the maximum of the class, is given as matter of course as the reward of service, and with no reference to the comparative merits

of the individuals; but that promotion from class to class is the reward of merit, or rather that it is regulated by a consideration of the public interests, and that those only are to be transferred from one class to a higher who have shown themselves capable of rendering valuable services in it. This salutary principle is, however, in practice often overlooked, and promotion from class to class, as well as the annual rise within the class, is more commonly regulated by seniority than by merit. The evil consequences of this are too obvious to require lengthened comment: it is, perhaps, more important to point out some of the difficulties which lie in the way of amendment.

Objections entertained against promotion by merit.

If the opinions of the gentlemen engaged in the Civil Service could be taken on the subject of promotion, it would probably be found that a very large majority of them would object strongly to what is called promotion by merit. The reason they would assign would be, that promotion by (so called) merit would usually become promotion by favouritism. The effect of the system of departmental patronage has been to inspire the clerks in each office with a feeling of jealousy towards any one who is supposed to enjoy the especial favour of the chief of the department, or, still more, of the principal permanent officer in it. Constituted as our official system now is, men feel, and not unreasonably, that the recognition of their merits, even within their own departments, is extremely uncertain, and that there is no appeal to any public tribunal if injustice is done them there. Even in an open profession a consciousness of unrecognized merit will sometimes weigh a man down, though he has always the hope that the justice which is denied him in one quarter will be done to him in another. In an office, if a clerk fails to please his immediate superior, he is probably condemned to obscurity for his whole life. The Parliamentary chief who presides over the department for a few years, and who is overwhelmed with business, can, as a general rule, know nothing of the merits of individual clerks in the lower ranks of the office, except through the permanent officers at its head. Now, setting aside cases of actual favouritism, there must be many instances in which the chief permanent officers fail to perceive, and properly to bring into notice, the valuable qualities of those beneath them. A man may be timid and hesitating in manner, and on that account may be passed over as dull, in favour of some one by no means his superior in real

Report.

worth, but having more address in recommending himself; or, on the other hand, the chief officer may have taken a particular fancy to some young man on his first entrance into the department, and may have thrown in his way special opportunities of advancing himself, which others have not had. All such cases are watched with jealousy even now, and if promotion by seniority were wholly set aside, without the introduction of proper safeguards, they would be the cause of still more discomfort.

Regulations respecting it proposed.

It ought, therefore, to be a leading object with the Government so to regulate promotion by merit as to provide every possible security against its abuse; and for this purpose we are of opinion that the following system should be adopted: On the occurrence of a vacancy in any class, the Chief Clerk, or other immediately superior officer, should furnish the Secretary of the department with a return of the names of a certain number (in no case less than three) of the Clerks at the head of the class below, accompanied by a special report upon the services and qualifications of each. In case there should be in the lower ranks of the class any man of merit decidedly superior to those above him, his name, with a note of his qualifications, should be added. The Secretary should make what remarks he thinks proper upon the list, and should then submit it to the Head of the Office, who should select the person to be promoted, and should make out and sign a warrant for his promotion, setting forth the grounds upon which it is made. A book should be kept in every office, in which should be entered the name and age of each Clerk or other officer, at the time of his appointment, the dates of his examination, first appointment, and subsequent promotions, together with notes of all the reports made upon him from time to time, either on the occasions afforded by the occurrence of vacancies, or at other times, in consequence of some special instance either of good or ill behaviour. A reference to this book on the occasion of promoting to vacancies will enable the Head of the Department to form a tolerably correct estimate of the merits of each individual. It may be noticed that such a book is kept, with very good results, in the Commissariat Department.

Annual increase of salary to be given on certificate.

With regard to the annual increase of salary, we are of opinion that it would be right to require that each clerk, before becoming entitled to receive the addition, should produce a certificate from his immediate superior, that he

has been punctual in his attendance, and has given satisfaction in the discharge of his duties, during the preceding year. Such certificates are required from the heads of rooms in the Ordnance Department, and from each Inspector in the Audit Office. They would ordinarily be given as a matter of course, but the knowledge that they might be withheld would be useful in maintaining discipline, and in enforcing regularity of attendance, which in some cases is a matter of difficulty, the only penalties which can at present be imposed for irregularity being those of suspension and dismissal, which are too severe to be applied unless in aggravated instances.

Superannuation allowances, good service pensions, and honorary distinctions.

The subject of pensions and retired allowances is one intimately connected with the matters treated of in this paper. We are aware that it is receiving separate consideration from the Government, and we therefore abstain from entering upon it so fully as we should otherwise have done. We desire, however, to call attention to the importance of establishing an uniform and consistent system of regulating the amounts to be granted to superannuated public servants, with reference to the character of their service. Whatever decision may be taken as to the maintenance of the superannuation deductions, or of the present scale of retired allowances, we presume that the course now followed in the Treasury, of apportioning the pension of each individual with some reference to the character he has borne and the abilities he has displayed, will still be pursued. As, however, the Superannuation Committee in the Treasury changes with every change in the Administration, and as no systematic record of the merits of public servants is kept at the Offices to which they are attached, the application of the principle, which has been rightly laid down, is attended with much difficulty, and with an amount of uncertainty which deprives it of much of its value.

The want of encouragement in the form of good service pensions and honorary distinctions, is also severely felt in the ordinary Civil branch of the public service, which is the only one in which these classes of reward are not dispensed.

It is obvious that the proposed Board of Examiners might be turned to good account in supplying these defects. Duplicates of the books which we have recommended to be kept in the separate Offices should be transmitted to the Department of Examination, which should also be furnished with all information relating to promotions and

Report.

other matters bearing on the services of the officers in each department. No grant of superannuation allowance or good service pension should be made by the Treasury without a previous report from the Board of Examiners embodying this information.

By this system, not only would greater certainty be introduced into the superannuation business, but a degree of consistency would be given to the whole scheme of promotion by merit, which would, we think, ensure its success. It would also have this further advantage, that it would serve to direct the attention of the Government to the merits of individual clerks,—now seldom known beyond the sphere of their own offices,—and would thus enable it to select deserving persons from the ranks of the public service to fill important situations which might become vacant. It is to be hoped that in future, if any staff appointment falls vacant in an office in which there is a deserving clerk well qualified to fill it, his claims will not be passed over in favour of a stranger; but this principle might advantageously be carried further, by filling the appointment with a person from another office, if there is no one in the department itself qualified to take it; and there might often be occasions in which the advantages of encouraging public servants, and at the same time introducing fresh blood into an office, might be combined; as, for instance, by filling a staff appointment in office A by the transfer to it of a meritorious staff officer from office B, and then supplying the vacancy caused in office B by the appointment to it of one of the most deserving clerks in office A. The extent to which this principle could be carried into effect must, of course, depend upon circumstances, and upon a careful observation of its working; but we do not see why it should not be tried.

Summary of our recommendations.

Upon a review of the recommendations contained in this paper it will be seen that the objects which we have principally in view are these:—

1. To provide, by a proper system of examination, for the supply of the public service with a thoroughly efficient class of men.

2. To encourage industry and foster merit, by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the service if they can qualify themselves for them.

3. To mitigate the evils which result from the fragmen-

tary character of the Service, and to introduce into it some elements of unity, by placing the first appointments upon an uniform footing, opening the way to the promotion of public officers to staff appointments in other departments than their own, and introducing into the lower ranks a body of men (the supplementary clerks) whose services may be made available at any time in any office whatever.

Necessity for an Act of Parliament.

It remains for us to express our conviction that if any change of the importance of those which we have recommended is to be carried into effect, it can only be successfully done through the medium of an Act of Parliament. The existing system is supported by long usage and powerful interests; and were any Government to introduce material alterations into it, in consequence of their own convictions, without taking the precaution to give those alterations the force of law, it is almost certain that they would be imperceptibly, or perhaps avowedly, abandoned by their successors, if they were not even allowed to fall into disuse by the very Government which had originated them. A few clauses would accomplish all that is proposed in this paper, and it is our firm belief that a candid statement of the grounds of the measure would insure its success and popularity in the country, and would remove many misconceptions which are now prejudicial to the public service.

STAFFORD H. NORTHCOTE.

November 23, 1853. C. E. TREVELYAN.

Organisation of the Civil Service.

Letter from the Rev. B. Jowett, Fellow and Tutor of Balliol College, Oxford, to Sir Charles Trevelyan.

Dear Sir,

I think two objections are likely to be made to the report you were so good as to show me on the "Organisation of the Permanent Civil Service." First, that it is impossible to be assured of the moral character of persons elected by examination into the public service; secondly, that it is impossible to carry on an examination in so great a variety of subjects as would be required, and with such numberless candidates; in other words that the scheme, however excellent, is not practicable.

I am convinced that neither of these objections has any real foundation.

I. For the moral character of the candidates I should trust partly to the examination itself. University experience abundantly shows that in more than nineteen cases out of twenty, men of attainments are also men of character. The perseverance and self-discipline necessary for the acquirement of any considerable amount of knowledge are a great security that a young man has not led a dissolute life.

But in addition I would suggest that there should be a system of inquiries and testimonials, which might be made considerably more efficient than testimonials for orders are at present. The analogy of insurance offices would afford the best model for carrying out such a system. I would propose:

1. That the candidate should give notice (as in the case of orders) of his intention to offer himself at least three months before the examination.

2. That he should at the same time send papers comprising a certificate of birth and baptism, with a precise statement of all the places of his education, whether at school or college, together with testimonials of his conduct for two years previously from the head of the school or college in which he was last a pupil, and also a statement of his present occupation and residence.

3. That he should give references—
   1. To a medical man;
   2. To a magistrate; or, in case of inferior situations, to two respectable householders;
   3. To a clergyman or dissenting minister;

to all of whom carefully-drawn questions respecting the candidate in the form of an insurance office paper should be submitted; the answers to be confidential. To prevent the possible forgery of a character, an independent letter might be sent to a clergyman or magistrate in the district, with the view of his certifying to the existence and respectability of the references.

The scrutiny of the character and testimonials of the candidates ought to be quite separate from the examination. The rejection should be absolute and without reasons; whether it took place on medical or moral grounds would remain uncertain. In case of Parliamentary inquiry, however, a register of the reasons might be privately kept in the office.

With such or even a less amount of precaution the standard of character among public servants would surely be maintained as high as at present, or higher; as high certainly as the standard of character which can be ensured in persons admitted to holy orders.

II. The second objection relates to the mode of examination.

(A). To meet this, let us begin by supposing a division between the superior and inferior appointments, and further let us estimate the annual number of vacancies of the superior class at 250, and the number of candidates for the 250 vacancies at 2,000.

This last (which, however, is probably the outside number) is somewhat alarming. The best way to disperse the crowd will be by holding examinations continually, say five in each year, three in London, one in Edinburgh, one in Dublin. Thus the number is reduced to 400 for each examination, a number which may be easily managed.

The examination should consist both of paper and viva voce work. Where, as here, the object is to select a number of young men for practical life, the latter is of great importance. The aim in either should be to test general intelligence and power of thought and language, quite as much as knowledge of a particular subject.

Report.

The examination on paper of each candidate should last for about a week, to which would have to be added an hour of vivâ voce. The amount of labour thus entailed (equal to the perusal of 4,800 long papers, and 400 hours of vivâ voce), no less than the variety of subjects, would make it necessary that the number of examiners should be not less than eight.

Considering the nature of the employment, and that everything depends on the fitness of the examiners, their salary should be liberal. They should be permanent officers, and, except for proved misconduct, irremovable. It is only by the office being made permanent that able men will in the first instance be induced to devote themselves to it, or will have the opportunity of acquiring the experience and facility necessary for doing their work well. Their irremovability, as in the case of the judges, is the best guarantee for their independence. To relieve them as much as possible from details of business, they would require several clerks and a secretary. It would be very desirable that at the head of this "College of Examiners" some eminent person should be placed of the rank of Privy Councillor.

I will next proceed to the subjects of examination, in reference to which I think three principles should be kept in view. We should consider what are --

1. The indispensable requirements of public offices generally.

2. What are the best elements of higher education in England, without special reference to the wants of the public offices.

3. What are the special attainments needed in any particular department of the public service, as for example the Treasury or the Foreign Office.

(1.) The qualifications most universally required of officials are to write fast and neatly, a thorough knowledge of arithmetic and book-keeping, and English composition. I should propose to make these the subject of a preliminary examination, which might last for a single day. No candidate by whom this trial was not satisfactorily passed should be allowed to compete further on this occasion. This would have the advantage of limiting the number of candidates. No able man who was fit for the public service would be excluded by the requirement of arithmetic, if it were known beforehand to be indispensable. It is necessary to require it, or otherwise you will not get it.

Report.

(2.) When this preliminary examination has been disposed of, we come to the principal one, in arranging the subjects of which we have to consider what is the main staple of English education at the present day. It will not do to frame our examination on any mere theory of education. We must test a young man's ability by what he knows, not by what we wish him to know. The system of our public schools, of our two English as well as of the Scotch and Irish universities, as well as the case of those who have not been at a university or public school, should be fairly considered in the arrangement of the plan. The knowledge of Latin and Greek is, perhaps, upon the whole, the best test of regular previous education. Mathematics are the predominant study of one of our universities. Moral philosophy is a principal subject at Oxford, no less than at Edinburgh and Glasgow. An increasing class of persons receive a foreign or an English, in contradistinction to what may be termed a classical education. Some of the candidates again may be entered at Inns of Court. Lastly, it may be remarked that there are subjects, such as physical science and civil engineering, which, notwithstanding their immense growth in the last few years, have scarcely yet found their way down into education, and in reference to which the proposed examination may be made to operate usefully. These and similar considerations should enter into our scheme, which, supported as it is by valuable prizes, must exercise a great influence on the higher education of the country.

(3.) The special requirements of the higher departments of the public offices appear to be chiefly two, viz., a knowledge of the principles of commerce, taxation, and political economy in the Treasury, Board of Trade, &c.; of modern languages and modern history, under which last may be included international law, in the Foreign Office. In the offices which are principally offices of account, mathematical talent may with advantage, be insisted upon. Whether immediately wanted for the daily work of the office or not, all such attainments tend to give an official a higher interest in his employment, and to fit him for superior positions. They may also be regarded as reflecting honour on the service. The requirement of these or any other qualifications would be determined by each office for itself, subject to the approval of the Board of Examiners, while the duty of the Examiners would be to guarantee with the special attainment the general ability of the candidate.

Report.

In the following scheme it has been attempted to carry out the views which have preceded:

FOUR SCHOOLS.

1.	2.	3.	4.
Classical Literature.	Mathematics, with practical applications, and Natural Science.	Political Economy, Law, Moral Philosophy.	Modern Languages and Modern History, including International Law,

NOTE.—In the third of these schools Political Economy would supply the requirements of the Treasury, Board of Trade, &c., while the subjects that have been grouped in the last school are more especially adapted to the requirements in the Foreign Office.

The details of these schools are left to the Examiners, with the single direction that original English composition should form a considerable element in the examination of all the candidates.

REGULATIONS.

1. Two examiners to examine in each school, and to form a judgment separately on all the papers.

2. Two schools to be required of all candidates, and none to be allowed to try in more than two.

3. The examination on paper in each school to last for three days.

4. Each candidate to be examined vivâ voce for one hour in any school at his option.

5. The successful candidates to be placed in order of merit.

6. A certain number of appointments to be appropriated to each examination. The choice to be given to each candidate (in order of merit) of what office he desires to enter, provided he has fulfilled in the examination the requirements of the office which he selects.

The order of proceeding would be as follows:—Say on the 1st of February the candidates (whose testimonials and references had been previously approved) have assembled and pass the preliminary examination in arithmetic and English composition. Two or three days after

the examiners, as soon as they have had time to read their papers and reject those who were not qualified, would proceed to the examination in the first school. This would be carried on by two of their number, while the remaining six would be engaged in their different schools with the vivâ voce examination of the rest. The "paper work" of the first school would last about three days, and then would commence the "paper work" of the second school conducted by its two examiners, while the vivâ voce of the other three schools was also going on. At the termination of the whole, the names of the candidates, or rather of as many of them as there were appointments to be filled up, would appear in order of merit, with a notice appended to the name of each, of the schools in which he had been examined. Such a list would not be difficult to make out, if there were an uniform system of marking among the examiners, which might be such as to represent fairly the general ability of the candidates, as well as the more precise result of the examination. Such a system is already in use at the Education Office, and is perfectly successful.

(B.) The objection of impracticability will perhaps be felt to apply more strongly to the application of the scheme to the supplementary clerks, and in general, to the humbler class of public servants, on account of their great number and dispersion through the country, and also on account of the difficulty of devising a mode by which such situations as theirs can be uniformly made rewards of merit. The experience of the Education Department of the Privy Council Office, in which as many as 1,800 certificates of merit have been given, after examination, to schoolmasters and pupil teachers in a single year, shows that no numbers occasion any real difficulty.

First, let us suppose the whole number of the lower class of public servants to amount to 10,000, offering perhaps, 500 vacancies annually. It would be, as you observe, unfair to subject the candidates for these small situations to the expense of a journey to London, Edinburgh, or Dublin. The examination must be brought to them. With this view the whole country might be divided into districts. A few assistant district examiners would be required for the superintendence of the examination, who might be furnished with the questions, and might bring the answers to London after each examination, and sorting

Report. them by subjects, determine on their merits, under the control of the Central Board.

The previous scrutiny of the moral character of the candidates would be conducted in nearly the same manner for all. (See pp, 354–5.)

REGULATIONS.

1. The examination to be carried on by the assistant examiners.

2. To consist of reading aloud in the presence of one of them:—

Of writing from dictation;
Of arithmetic;
Of geography;
Of writing a letter, or making an abstract;
Of vivâ voce on any subject calculated to test general intelligence:

To which might be added an "useful knowledge" paper of common questions about common things.

3. The examinations of all the different districts to be brought together at the central office.

4. The names of as many candidates as there are vacancies, actual or probable, to be published, either in order of merit or divided into classes, according to the nature or value of the appointments.

A smile may be raised at the idea of subjecting excisemen and tide-waiters to a competing literary examination, as there might have been thirty years ago at subjecting village schoolmasters to a similar test—but it must be remembered, on the other hand,—

1. That such a measure will exercise the happiest influence on the education of the lower classes throughout England, acting by the surest of all motives—the desire that a man has of bettering himself in life.

2. That reading, writing, and arithmetic, a good hand, and the power of expressing himself in a letter, no less than the general intelligence tested by the examination, render the lowest public servant fitter for his position than he would be without them, and give him a chance of rising in the service.

3. That the examination will relate to common things treated in a common-sense way.

4. That no other means can be devised of getting rid of the evils of patronage.

A further objection may be made to the selection of candidates by a competing examination, that this affords no test of their fitness for places of trust, for which also their youth seems to disqualify them. But places of trust would not be given to youths just entering the service, but to those whose characters were long tried in it.

In this class of public servants there would be at least as much security for high character as at present. They will have obtained their situations in an independent manner through their own merits. The sense of this cannot but induce self-respect, and diffuse a wholesome spirit among the lower no less than the higher classes of official men. Appointment by merit would not impair, but would rather increase the unity of the public service, while it would tend to take away from promotion by merit the appearance of being favouritism in disguise.

Permit me to express in conclusion my earnest wishes for the success of the scheme. If carried out it will relieve public men from the abuses and from the annoyance of patronage; it will raise the public service; it will give all classes a common interest in maintaining its rank and efficiency. Though a subordinate aspect of it, I cannot help feeling, as a college tutor, its great importance to the University, supplying as it does, to well-educated young men, a new opening for honourable distinction. The effect of it in giving a stimulus to the education of the lower classes can hardly be over-estimated.

Yours, very truly,

B. Jowett.

Balliol College, January 1854.

BIBL.
LONDIN.
UNIV.

LONDON:
Printed by George E. Eyre and William Spottiswoode,
Printers to the Queen's most Excellent Majesty.
For Her Majesty's Stationery Office.

1854. XXVII. 33.

REPORTS

OF

COMMITTEES OF INQUIRY

INTO

PUBLIC OFFICES

AND

PAPERS CONNECTED THEREWITH.

Presented to both Houses of Parliament by Command of Her Majesty.

LONDON:
PRINTED BY GEORGE E. EYRE AND WILLIAM SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.
FOR HER MAJESTY'S STATIONERY OFFICE.

1854.

1715

2-0

BIBL. LONDIN UNIV.

Page

TREASURY - - - - - 3

COLONIAL OFFICE - - - - - - 47

CHIEF SECRETARY'S OFFICE, IRELAND; IRISH OFFICE, LONDON; PRIVY COUNCIL OFFICE, DUBLIN; FINES AND PENALTIES AUDIT OFFICE, DUBLIN - - 67

BOARD OF TRADE - - - - 129

DEPARTMENT OF PRACTICAL SCIENCE AND ART - - - - - - 161

POOR LAW BOARD - - - - - 193

PRIVY COUNCIL OFFICE - - - - 221

COPYHOLD, ENCLOSURE, AND TITHE COMMISSION - - - - - 245

COLONIAL LAND AND EMIGRATION OFFICE 261

BOARD OF ORDNANCE - - - - 275

OFFICE OF WORKS - - - - 319

ORGANISATION OF THE PERMANENT CIVIL SERVICE - - - - - 333

REPORTS

OF

COMMITTEES OF INQUIRY,

&c.

TREASURY.

Treasury Minute directing Inquiry into the Treasury Establishment, dated 3d November 1848.

Minute of Appointment and Report.

The First Lord and the Chancellor of the Exchequer state to the Board, that they consider it desirable that an inquiry should be instituted into the present state of the Establishment of the Treasury, and into the arrangements and regulations for the distribution and conduct of the business, in order that such changes may be made as may be required to secure the highest practicable degree of efficiency, combined with a careful attention to economy; and they recommend that one of the Junior Lords, one of the Joint Secretaries, and the Assistant Secretary, should be charged with this important duty.

My Lords entirely concur with the First Lord and the Chancellor of the Exchequer; and Mr. Gibson Craig, Mr. Parker, and Sir Charles Trevelyan will undertake the inquiry, and report the result to this Board.

Report.

The object of the Inquiry, which we have been directed to make, into the present state of the Establishment of the Treasury, and the arrangements and regulations of the distribution and conduct of the business, is stated in the Treasury Minute, dated 3d November 1848, to be, "that such changes may be made as may be required to secure the highest practicable degree of efficiency, combined with a careful attention to economy." We are deeply sensible of the correctness of this view, and are convinced that in

Report.

arranging any important office, and especially an Office which, having the Prime Minister and the Chancellor of the Exchequer at its head, exercises by its example a powerful influence over the whole Public Service, and is charged in a peculiar manner with the care and protection of the financial interests of the State, throughout all the different branches of the executive administration, there can be no true economy without real efficiency. As regards this Office the highest point of economy will be attained when the Establishment of the Treasury shall be brought into a state which will enable the Board to exercise an effectual control and revision over the whole of our national income and expenditure, besides maintaining a superintendence, more or less strict according to circumstances, over the finance of the numerous Colonies and Dependencies of the Crown.

Our attention was first directed to that part of the Establishment of the Treasury which assists in the transaction of the business of the Board, as distinguished from that which is principally employed in promulgating and recording its decisions. The officers who come under the first of these descriptions are the two Joint Secretaries, the Assistant Secretary, the Auditor of the Civil List, the Principal Clerk for Colonial business, the Principal Clerk Assistant to the Secretaries, the Chief Clerk of the Financial Division, the Law Clerk, and the Clerk of Parliamentary Accounts.

Officers employed in assisting in the preparation of the decisions of the Treasury.

The great defect of this primary and most essential department of the Office is, that provision is not made for supporting and relieving the officers immediately charged with the business. The Assistant Secretary, the Principal Clerk for Colonial business, the Principal Clerk Assistant to the Secretaries, and the Law Clerk, have always more on their hands than they can get through in the time within which it ought to be done; and, except in the case of the Colonial Clerk, there is nobody to take their place when they are absent from illness or for necessary relaxation. It is a serious imperfection in the system of a Public Office, that any individual should be necessary to its efficiency; and the most experienced officers of a department ought not to be so completely engrossed in disposing of the current business, as to have neither time nor strength to attend to general objects connected with their respective duties, which are often of more importance to the public interests than the every-day transactions of official routine,

No sufficient provision for assisting them and supplying their places when absent.

Report.

Lastly, it may be observed, without entering upon personal considerations, that it cannot be for the public benefit that any class of officers should be habitually overwrought, and should not know what it is to have a few weeks vacation without being followed by such a quantity of business as to prevent them from enjoying any real relaxation.

Remedy proposed.

The remedy we would suggest for this state of things is, that a sufficient number of persons should be selected from the body of the Office to be employed in assisting the Principal Clerks in the transaction of their business. Provision would then be made for giving the necessary support to the Principal Clerks, and for carrying on the duties during their occasional absence; additional security would be obtained for the uninterrupted transaction of the public business, by making other persons in the Office acquainted to a certain extent with the details of every subject, however peculiar and intricate it might be; and the junior members of the Establishment would be gradually trained, under the immediate supervision of the Principal Clerks, for the performance of the more responsible duties which will ultimately devolve upon them. We are also of opinion that the Woods and Forests business, and the correspondence with the Admiralty and Post Office respecting the Mail Contracts, should pass under the revision of the Principal Clerk Assistant to the Secretaries, and of the gentleman who may be selected to be his assistant, previously to its being submitted to the Board by the Secretaries.

The Assistant Secretary will be sufficiently relieved if the other departments of the Office are provided with efficient assistance, by the absence of which much additional labour is at present imposed upon him.

Auditor of the Civil List.

The Auditor of the Civil List was incorporated with the Establishment of the Treasury in 1831, and Mr. (afterwards Sir Alexander) Spearman, who was then a Clerk on the Establishment, and afterwards continued to take an active part in the general business of the Treasury, was appointed to it. Mr. Pennington, who was not previously a member of the Establishment, succeeded Mr. Spearman as Auditor of the Civil List in 1836; and he also transacts the business connected with the estreats of the Crown and the sales and mortgages of the property of the Municipal Corporations. It has been the policy of the Treasury to concentrate as much as possible the business of auditing the Public Accounts in the hands of the Commissioners of Audit; but notwithstanding every effort that may be

Report.

made, there will always remain some business of this description which, owing principally to the necessityof frequent reference to superior authority for sanctioning particular branches of miscellaneous expenditure, must be transacted at the Treasury.

Treasury Auditors.

Two of the Chief Clerks receive, under the denomination of "Treasury Auditors," 150*l.* a year each, in addition to their ordinary salaries, for auditing the accounts of Commissions and other occasional and exceptive expenditure, and they are assisted by a Clerk with an extra allowance of 100*l.* a year. A third Chief Clerk receives an additional salary of 200*l.* a year for auditing the accounts of the recruiting and home expenditure connected with Her Majesty's Forces serving in India, and he also is assisted by a Clerk with an extra allowance of 100*l.* a year. We recommend that the whole of these duties should be transferred to the Auditor of the Civil List, upon the retirement of the persons by whom they are at present performed ; and that the Auditor should be assisted by a Clerk to be selected for the purpose from the Establishment.

East India accounts.

Salary and incident bills of Revenue Departments.

We are also of opinion that the important duty of examining the periodical returns of the Establishments of the great Revenue Departments, and of checking their quarterly incident bills, should be performed by the Auditor of the Civil List.

Officers employed in executing and recording the decisions of the Board.

We now proceed to consider the other great branch of the duties of the Office which consists in executing and recording the decisions of the Board.

In reference to this part of the subject, the Select Committee of the House of Commons on Miscellaneous Expenditure, observe, "that it may be worthy of consideration whether the Chief Clerks might not be made more efficient instruments of assistance to the superior officers of the Treasury, or whether the number of the Chief Clerks might not be diminished, by a consolidation of their duties." We are of opinion that ample provision has been made in the most effectual manner by the course of proceeding already recommended, for rendering assistance to the superior officers of the Treasury ; and that the question which has to be determined is, whether the number of Chief Clerks and other persons on the Establishment might not be diminished by a consolidation of their duties.

The number larger than is required.

After a careful examination of the books in which each person's attendance is recorded, and after hearing a variety

of evidence on the subject, we consider that the number of persons employed in this Department of the Treasury is larger than is required for the transaction of the business. *Report*

There is a defect in the constitution of this part of the Office, which must be remedied before any proper adjustment can be made between the work, and the number of persons required to perform it. The business fluctuates from day to day, and, being of the same general character, it ought to be distributed fairly among the persons employed; but this is at present rendered impossible by the existence of four separate divisions, each of which is permanently charged with a defined portion of the work. The establishment of each of these divisions is necessarily fixed at the strength required to meet the largest ordinary amount of business; and as the work is never at this level at the same time in all the divisions, it follows that there must always be some unemployed labour. Defect in the constitution of this part of the Office.

We therefore recommend that there should in future be only two divisions of the Office for converting the minutes into letters and warrants, and preparing the fair minutes, instead of four—that the execution of all minutes directing the issue of money should be concentrated, as far as possible, in the Financial Division, and that the remainder of the business should be apportioned, in the manner that may be most convenient, between the two other divisions. Two divisions recommended.

In order to secure the due execution of the duties in the two divisions in which the general correspondence will be carried on, the superintending officers ought to be selected with a strict reference to the qualities which the nature of the situation calls for. Correspondence.

The Registry Department is superintended by a Clerk belonging to the general establishment of the Office, how is assisted by several persons permanently employed on this particular duty. The careful preservation and ready production of the papers is the foundation of the proper transaction of the whole of the business, and these important objects appear to us to be satisfactorily attained under the present arrangement. The only suggestion we have to make in reference to this Department is that one of the persons employed in it should assist Mr. Adrian in the duty of examining, classifying, and arranging the documents before they are consigned to the Paper Keeper; and that, as three of the persons belonging to the Department are somewhat advanced in age, it should be considered, as vacancies occur, whether the business cannot be performed with one person less than at present. Registry.

Report.

Fair minutes

We have inquired in great detail, whether it will be advisable to retain that portion of the Treasury records called the "fair minutes," the preparation of which at present costs upwards of 2,000*l.* a year; and a strong case of public utility must therefore be made out to justify their retention. The origin of the fair minutes is as follows:—It was formerly the practice for one of the Secretaries or Chief Clerks to attend the sittings of the Board, to take notes or minutes of the decisions. These were called the "rough minutes," and they were afterwards written out fair, and were read at the next Board, when, if they were approved and confirmed, they became the authoritative document upon which the letters and warrants intended to give effect to the decisions were prepared. This continued until the early part of the present century, when the practice commenced of bringing the minutes of the Board fully written out for the approval of the Lords; and if their sanction was obtained, the minutes then became at once an authoritative document upon which the letters and warrants were written. Thus the whole process was pushed forward a stage, and the fair minutes, which used to be the practical documents upon which the directions were issued, became merely a final record of the proceedings of the Board, which is completed at leisure after everything else has been done. The question for decision, therefore, is, whether this record is of sufficient value to justify the expense attending its preparation.

should not be discontinued;

After a careful investigation of the subject, we have arrived at the conclusion, that the absence of the fair minutes would not be fully supplied by any of the other forms in which the Treasury business is recorded; and we are of opinion that the variety and extent of the interests affected by the decisions of the Treasury Board, which often partake of a judicial character, require that ample security should be provided for facility of reference to the transactions of the Board in after years, and for preventing the inconvenience which might occasionally arise from the loss of the original documents.

but may be much curtailed.

But we have satisfied ourselves that the fair minutes may with advantage be much curtailed by the omission of subjects which are either of secondary importance or are fully recorded elsewhere; and we expect to be able, with the assistance of the experienced officers of the Treasury, to lay down rules for the future preparation of the fair minutes which will at the same time greatly diminish their

bulk and increase their value as a permanent record of those decisions of the Board in which principles of action are laid down, or any important public or private interest is involved. *Report.*

One Department of the Treasury, consisting of an officer with a salary of 700*l.* per annum, and an assistant with 350*l.* per annum, is occupied with the business connected with the acceptance of the Commissariat bills, the collection of the fees leviable on documents passed at the Treasury, and the payment of stamp duties chargeable by law on such documents. Bill Department and fees.

It has been already arranged that the duty of accepting the Commissariat bills is in future to be performed by the Paymaster-General, under the immediate superintendence of the Treasury.*

The fees carried to the account of the Treasury Fee Fund in the year ended 30th June 1848 amounted altogether to 3,255*l.* 14*s.*, of which 1,290*l.* 7*s.* 6*d.* was received from Mr. Adderley on account of fees levied upon writs issued from the Court of Exchequer, and formerly paid to the Chancellor of the Exchequer, leaving 1,965*l.* 6*s.* 6*d.* collected on documents passed at the Treasury.

With regard to these last-mentioned fees, we beg to refer to the detailed statement at p. 28 and the following pages of the First Report of the Committee appointed to inquire into the fees and emoluments of public offices, dated in February 1837; and we submit that if the Chancellor of the Exchequer feels himself at liberty to abandon any items of revenue, no time more favourable than the present can be found for carrying the recommendation of the Committee into full effect, so far as the fees received at the Treasury are concerned. The result would be, that fees amounting to about 1,221*l.* 16*s.* would be abolished, while others amounting to about 743*l.* 10*s.* 6*d.* would continue to be received, principally in the shape of a deduction from the grants on which they are at present levied. The Treasury fees are not half so productive now as they were when they were inquired into in 1837, which is owing principally to the transfer to the Commis-

* Further experience has suggested that the charge of examining and accepting the Commissariat bills should be consolidated with the Commissariat Department of the Treasury, to which constant reference has to be made, rather than with the establishment of the Paymaster-General.

Report.

sioners of Stamps of the power of granting time for the recovery of probate duty, and to the alterations in the Customs laws, which have obviated the necessity of the frequent special exemptions formerly in use. We also recommend that the ancient form called a Treasury Constitution, which is still used in making some subordinate appointments, should be dispensed with, and that all appointments of this class should in future be made either by Treasury letter or warrant. Besides the other advantages which may be expected from these changes, they will lead, on the whole, to a considerable simplification of business and saving of official time.

The Stamp Duties at present levied on certain documents passed at the Treasury will be collected as heretofore.

These arrangements will allow of the early reduction of both the officers at present employed in the execution of the duties connected with this department of the Office.

Extra allowances.

With respect to the practice of assigning permanent extra allowances to the performance of particular branches of duty, we concur in the opinion expressed in that portion of the Report of the Committee of the House of Commons on miscellaneous expenditure (page 15) which relates to this subject, but those who are now in the receipt of extra allowances may be permitted to retain them until their next promotion. We do not include in our recommendation for the abolition of extra allowances, the situations of the Private Secretaries, the duties and responsibilities of which place them on the footing of independent officers.

Employment of public officers as Directors of Life Assurance and other Commercial Companies.

We are of opinion that this opportunity should be taken of prohibiting the very objectionable practice of public officers being Directors of Life Assurance, Banking, and other Commercial Companies, by which they contract obligations inconsistent with their official position, and absent themselves periodically during the hours of business.

Promotion dependent on merit and qualification.

It has for many years been fully established as the rule of the Office, that merit and qualification, and not seniority, should be the prevailing motives in selecting persons for promotion; and this principle was emphatically asserted on the last occasion of the revision of the Office in 1834, as follows:—

"My Lords consider this a fit opportunity for recording as an invariable regulation, that the under-named situations

will be filled, as vacancies occur, by the promotion of the fittest person to be selected from the whole Office, and not by seniority, viz :—

"The Principal Clerk Assistant to the Secretaries, who executes the duties now performed by Mr. Crafer in preparing minutes on ordinary papers.

"The five Chief Clerks.

"The five Senior Clerks.

"Also on a vacancy of Assistant Clerk, the first of the Junior Clerks will not be promoted as of course, but my Lords will promote the first on the list of Junior Clerks who may be deemed by their Lordships on due inquiry to be fully capable of executing in a proper manner all the duties of an Assistant Clerk, and to have so conducted himself as to satisfy the Board that he is entitled to promotion."

This rule should be as strictly acted upon in promotions from the Junior as from the Senior grades.

It is indispensable for the efficiency and character of the Office that those persons only should be promoted who feel an active interest in their duties, and take pains to qualify themselves for the higher employment of the Department; and we are of opinion that this principle should be acted upon with as much strictness in making promotions from the Junior as from the Senior ranks. The habits which make valuable public servants are generally formed in early life; and it is right that a young man should feel, from his first entering the Office, that his future advancement will entirely depend upon his own conduct.

The existing rules respecting examination and probation should be strictly adhered to.

We have no amendment to suggest in the existing rules which require that there should be an examination previously to admission, and a year's probation before the appointment is confirmed; and we recommend that they should be strictly acted upon, and that the superior officers of the Treasury should be enjoined, as well for the sake of the young men themselves, as on public grounds, to take immediate notice of any neglect of duty on the part of those serving under them.

Modifications in the Establishment required by the changes recommended.

We now proceed to notice the modifications which will have to be made in the Establishment with reference to the changes we have proposed in the mode of transacting the business.

Reduction in the number of Clerks.

As the divisions for writing and recording the letters and warrants, and preparing the Fair Minutes, will be reduced from four to two, there must be a corresponding diminution in the number of Chief and Senior Clerks,

Report.

after which the establishment of officers of these ranks will consist of three Chief Clerks at 1,000*l.* per annum each, and the same number of Senior Clerks, rising from 600*l.* to 800*l.* per annum by an annual increase of 20*l.*; and when the Clerk of Parliamentary Accounts happens to belong to the last-mentioned rank, there will be four Senior Clerks, according to the arrangement sanctioned by the Minutes of 26th January 1841 and 16th October 1846. The final determination as to the number of persons to be borne on the Establishment below the rank of Senior Clerk, must be postponed until sufficient experience has been acquired of the extent to which officers belonging to the superior establishment of the Treasury can be advantageously employed under the new arrangements; but we recommend that all the present Junior Clerks, if duly qualified, should be selected for promotion as vacancies occur in the present class of Assistants, and that any reduction of the last-mentioned class which circumstances may hereafter show to be practicable should take place after all the existing juniors have been promoted.

The Clerks on the general Establishment should be less employed in copying, and their number should be regulated by the extent of the business requiring agency of a superior order.

In order that the gentlemen on the general Establishment of the Treasury may acquire that experience and those habits of business which may enable them to perform their part with advantage to themselves and to the public when they are called to the exercise of difficult and responsible functions, we are of opinion that they should be employed in copying for a much shorter period than has hitherto been the practice, that future appointments to the superior establishment of the Treasury should be regulated with a due reference to the quantity of business which has to be transacted, and that the merely clerical duties should, as a general rule, be performed by persons who make this their profession and are paid at a lower rate.

Salary and mode of appointment of permanent Extra Clerks.

Under 5 years	6*s.* a day	or	109*l.* 10*s.*	per annum.
„ 10 „	7*s.*	„	127*l.* 15*s.*	„
„ 15 „	8*s.*	„	146*l.* 0*s.*	„
„ 20 „	9*s.*	„	164*l.* 5*s.*	„
„ 25 „	10*s.*	„	182*l.* 10*s.*	„
(Additional Scale to be allowed in certain special cases.)				
25 and under 30 years	11*s.* a day	or	200*l.* 15*s.*	per annum.
„ 35 „	12*s.*	„	219*l.* 0*s.*	„
„ 40 „	13*s.*	„	237*l.* 5*s.*	„
„ 45 „	14*s.*	„	255*l.* 10*s.*	„
„ 50 „	15*s.*	„	273*l.* 15*s.*	„
Above 50 „	16*s.*	„	292*l.* 0*s.*	„

The Scale of Salary noted in the margin, which is that fixed for the Extra Clerks at the Treasury, has been found sufficient to secure the services of persons of respectable character who are perfectly equal to the performance of all ordinary clerical duties. In order to secure a succession of well qualified persons for this subordinate department of the Treasury, and to give an additional

prospect of promotion to the Junior and Extra Clerks in other offices, it has for some years been the practice to select for these situations the persons who appeared by the result of a strict examination to be the best qualified from among the candidates recommended by the Revenue Departments and the Audit Office. The advantage of this practice, the details of which are fully described in the Treasury Minute, dated 24th March 1840, has been proved by experience, and we recommend that it should be strictly adhered to. *Report.*

Advising Counsel on subjects relating to the Slave Trade.

Mr. Rothery receives 1,450*l.* as Advising Counsel on subjects relating to the Slave Trade, out of which sum he pays the expense of establishment, stationery, contingencies, &c., estimated at 250*l.* a year. The complex and fluctuating system of Treaties and Acts of Parliament upon which the operations against the Slave Trade are based, and the numerous and important claims for compensation, the settlement of which often depends upon delicate points of international law, have fully justified this expense, and the public have derived much benefit from Mr. Rothery's able and attentive consideration of the cases referred to him. Whether it will be practicable on the retirement of Mr. Rothery, to provide for the performance of the whole of this branch of business within the Office, will depend upon the then existing state of our relations on the subject with foreign powers; but this description of business is now better understood than it used to be, and unless some new change shall take place by which its magnitude and difficulty will be increased, it will not, at any rate, be necessary to give Mr. Rothery's successor more than 500*l.* a year.

The Solicitor's Department.

The Solicitor's Department was fully inquired into in 1842, when the Establishment was revised and placed on its present footing. We concur with the Select Committee on Miscellaneous Expenditure that the salary of the solicitor may be fixed at 2,000*l.* a year on Mr. Maule's retirement, and beyond this we have no suggestion to offer.

The Commissariat Department. Increase and improved arrangements of salaries recommended.

We have inquired into the establishment of the Commissariat Branch of the Treasury, and into the mode in which the business of that Department is conducted, and we find that the establishment is not more than is sufficient for the proper execution of the duties, and that every person is fully employed during the whole of the working hours. Representations have been made from time to time, for several years past, by the members of

Report.

this Establishment, that their remuneration is less than it should be with reference to the laborious and important nature of their duties, and to the rates which prevail in other public Departments, the duties of which most nearly approach in character to those performed by them. We are of opinion that these representations are sufficiently well-founded to entitle them to serious attention. It must also be observed, that an antiquated arrangement prevails in this branch of the Treasury, according to which the scale of increase of salary, by length of services, commences from the date of admission as Junior Clerk, and continues without interruption at certain fixed intervals for thirty years, instead of the increase recommencing, according to the practice which now generally prevails, on each occasion of promotion to a higher class; the effect of which is to give an undue advantage to mere length of service, irrespective of individual exertion and qualification. Under these circumstances, we recommend that the scale of remuneration should be revised as follows:—

Principal Clerk and Chief Clerk.

The salary of the Principal Clerk at present rises from 800*l.* to 1,000*l.* a year, by a quinquennial increase of 100*l.* Mr. Archer receives 1,000*l.* a year, and we recommend that the salary of his successor should be fixed at that amount. The salary of the Chief Clerk is at present 600*l.* year. We recommend that it should in future begin at 600*l.* and rise to 800*l.*, by an annual increase of 25*l.*, and that the present Chief Clerk should be entitled to the first increase of 25*l.* at the end of this year.

Senior Clerks.

There are at present three Senior Clerks of the first class, whose salaries rise to 400*l.*, by quinquennial increases of 50*l.*, accruing according to their total length of service in the Office, and the senior of the three rises to 450*l.*, provided he has served upwards of thirty years. We recommend that this first class of Senior Clerks should in future be the sole class of officers of the rank of Senior, and that the salary should commence at 400*l.*, and rise, by an annual increase of 15*l.*, to 550*l.*; but we must except from this arrangement one of the Clerks of this class, who has not for many years been employed on any of the superior duties of the department.

Assistant Clerks.

The second class of Senior Clerks consists of three persons, and their salary rises to 350*l.* a year, by a quinquennial increase of 50*l.* We recommend that this class should in future consist of four Assistant Clerks, whose salaries should commence at 250*l.*, and rise by an annual increase of 10*l.* to 350*l.*

Report.

Junior Clerks.

There are five Junior Clerks in the Commissariat Branch, receiving from 90*l.* to 200*l.*, and one Extra Clerk, whose services are permanently required, receiving 136*l.* 7*s.* 6*d.* We recommend that this class should for the future consist of five persons, with salaries rising from 90*l.* to 200*l.*, by an annual increase of 10*l.*, and that the Extra Clerk should be placed on the Establishment as a Junior Clerk at his present allowance, with the prospective advantage of the annual increase belonging to the class.

Summary of proposed reductions.

If our recommendations are adopted, the following reductions will be made:—

Two Chief Clerks at 1,000*l.* each	2,000*l.*
Two Senior Clerkships, 600*l.* to 800*l.* each, say	1,500*l.*

The number of Clerks below the rank of Senior will be gradually diminished, by not filling up vacancies to such extent as future experience may show to be practicable.

Bill Clerk and receiver of fees	700*l.*
Assistant to the above	350*l.*

The following extra allowances will be abolished upon the promotion or retirement of the present holders:—

Clerk of Parliamentary Accounts	100*l.*
Superintendent of the Registry Department	100*l.*
Assistant to the Colonial Clerk	100*l.*
Examiner of the East India Accounts	200*l.*
Assistant to the above	100*l.*
Two Treasury Auditors, 150*l.* each	300*l.*
Clerk to the Treasury Auditors	100*l.*
Clerk to the Superannuation Committee	50*l.*
Allowance for the performance of duties connected with the payment of the Russian-Dutch Loan	300*l.*

Several of the present Extra Clerks receive liberal allowances, consisting partly of commutation for work done out of office hours, and partly of remuneration for the performance of duties of a superior kind; and if it should be necessary to replace them on their retirement, persons will be appointed on the lower scale of salary detailed at page 13, whereby a considerable saving will be effected. There will also be a diminution of one Clerk in the registry department.

Probable saving on Mr. Rothery's retirement, from 700*l.* to 1,450*l.* a year, according to circumstances, as elsewhere explained.

Saving on Mr. Maule's retirement, 850*l.*

Report.

The saving which will ultimately be effected by these changes will probably amount to upwards of 10,000*l.* a year.

The only deduction which has to be made from this amount is the proposed increase in the salaries of the Clerks in the Commissariat Branch of the Office. The fees which it is proposed to abolish, to the estimated annual amount of about 1,200*l.*, stand on the footing of an independent tax, the continuance or cessation of which must be determined on general grounds, without reference to the expense of the Treasury Establishment, with which these fees are only incidentally connected.

The reduction of expense above described will be in addition to that lately effected by the consolidation of the Pay Department under the immediate superintendence of the Treasury, by which a permanent annual saving was made in salaries and office expenses amounting to upwards of 16,000*l.* a year.

The Auditor of the Civil List, and, if possible, the Colonial Clerk and the Law Clerk to be selected from the Office.

After the arrangements recommended by us have been carried into effect, the following superior situations will remain to which the gentlemen on the general establishment will be eligible :—

Auditor of the Civil List.
Principal Clerk for colonial business.
Principal Clerk Assistant to the Secretaries.
Law Clerk.
Three Chief Clerks.
Three, and when the Clerk of Parliamentary Accounts happens to be of this rank, four Senior Clerkships.

And we are of opinion that provided these situations are "filled, as vacancies occur, by the promotion of the fittest person to be selected from the whole Office, and not by seniority," as prescribed by the regulations of the Office, this number of prizes will be amply sufficient to stimulate and reward the exertions of the junior members of the Establishment. The situations of Law Clerk, Colonial Clerk, and Auditor of the Civil List, are at present filled by gentlemen who were not previously members of the Establishment. The duties performed by the Auditor of the Civil List are such as ordinarily belong to the functions of the Treasury; and we are of opinion that this situation should in future be filled by selecting the fittest person from the whole Office. The situations of Law Clerk and Colonial Clerk require a more peculiar

training, and although we hope that members of the Establishment will never be wanting who have taken pains to qualify themselves for them, the power of appointing other persons to these two last-mentioned situations must be retained as a safeguard to the public interests.

The great object is to provide a succession of well-qualified persons to fill the important posts at the Treasury.

Having now discharged the duty which was assigned to us of investigating and reporting upon the Treasury Establishment, we will conclude by observing that the pecuniary saving, however desirable it may be, is, in our view, the least important of the results that will be attained. It appears to us to be of more real consequence to the interest of the public that the well-educated young men appointed to the Treasury should be called from the first to the active and useful exercise of their faculties, and should be employed, under the immediate superintendence of the experienced officers of the Establishment, in a manner which will qualify them, when their turn comes, to render valuable service to the public; and that those departments of the Office, upon the efficient state of which the uninterrupted exercise of a vigilant control over every branch of the financial administration depends, should be properly strengthened and supported, and be provided with a succession of well-qualified persons.

Effect of the proposed changes on the position of the members of the Establishment.

We are not insensible to the effect which the changes suggested by us may have upon the immediate promotion of some of the gentlemen connected with the Treasury; and we need not say that we do not contemplate such consequences without regret; but we have proposed nothing which in our judgment was not called for by the duty injoined upon us by the minute of the Board, of recommending such changes as might be required "to secure the highest practicable degree of efficiency, combined with a careful attention to economy;" and it gives us pleasure to think that if our recommendations are sanctioned, the proposed reductions will not be unaccompanied with equivalents, and that the position of individuals cannot fail to rise with the improved character of the Establishment.

W. Gibson Craig.
J. Parker.
C. E. Trevelyan.

Treasury, 2d March 1849.

Treasury Minute, 27 March 1849.

TREASURY MINUTE on the preceding Report:—*March 27, 1849.*

MY Lords have had under their attentive consideration the Report of the Committee nominated by their minute of the 3d November 1848, for inquiring into the establishment of this Office.

Board officers.

BOARD OFFICERS.

The first points to which the Committee have directed the attention of the Board is the necessity of making provision for supporting and relieving the officers who assist in preparing minutes of the decisions of their Lordships on papers brought under their consideration. My Lords concur in the general views entertained by the Committee on this subject, and they agree in their recommendation that gentlemen of the Establishment should be attached to the Principal Clerks, whereby the assistance required by this class of officers may be afforded to them, and also the important end of training a succession of public servants in the superior duties of the Office may, under proper regulations, be attained.

My Lords are, however, of opinion that great caution will be necessary in carrying the arrangements for this purpose into effect, and that the suggestions contained in the Report must be adopted with some limitation. The Report appears to contemplate that in case of the absence of the Principal Clerks, their Assistants should act for them, but my Lords are of opinion that a general recognition of the claims of subordinate officers, without reference to their standing in the Department, to have the management and direction of any important branch of the business, even for a short time, would be open to serious objection; and they desire that unless special instructions are given to the contrary, the gentlemen who may be attached to the principal officers will, in the absence of their superiors, act under the direction of one of their Lordships Secretaries or of one of the other Principal Clerks, who will be charged temporarily with the duty of submitting to the Board the business of the absent officers.

This restriction appears to my Lords to be necessary not only from a regard to the proper subordination of the Establishment, but in order to prevent undue claims to a preference for the succession to a particular office, which the contrary course might appear to give to an acting officer.

Their Lordships think it right to guard against the impression that the mere circumstance of a gentleman having been employed under a Principal Clerk would give him a claim to succeed to one of the superior offices in the Treasury, in preference to officers of higher standing, and possessing such general qualifications as to entitle them to the favourable consideration of the Board. *Treasury Minute.*

In this view the fact of the attention of a gentleman having been long confined to a particular branch of business would not operate to his advantage; and their Lordships think it desirable on this account, and also with the view of giving the Clerks of the Establishment that general insight into the business of the Treasury which is no less requisite than a knowledge of particular details in officers who undertake any superior functions in the Department, that no subordinate officer should be left for too long a period in one department, but should be removed from one to another as often as the convenience of the service will allow. It would be impossible to lay down specific regulations on such a point, but my Lords consider that the object to be kept generally in view should be to ensure the means of giving the best possible training to a sufficient number of the members of the Establishment, so as to afford the widest field for due selection in making appointments to the higher offices as vacancies occur.

My Lords have only further to observe on this part of the Report, that discrimination and impartiality must be exercised in the selection of the subordinate officers for a description of employment which will give them improved opportunities of qualifying themselves for the superior appointments on the Establishment. Preference will naturally be given to those who have shown an aptitude for business and a willingness to exert themselves; but care should be taken that to all the gentlemen in the Office an opportunity is in some way afforded of proving the degree of confidence which may be reposed in them in this respect, lest any one who in reality has both the capacity and disposition to render himself useful should be disheartened by the preference given to others whom accidental circumstances may have brought more prominently under the notice of their superiors.

Treasury Auditors.

My Lords approve of the suggestion of the Committee that the allowances received by the Chief Clerks as Treasury Auditor

Treasury Minute.

Treasury Auditors, and by an Assistant Clerk as Clerk to the Auditors, should be abolished on the retirement or promotion of those officers, and that the duties of examining accounts now performed by them should be thereafter transferred to the Auditor of the Civil List. My Lords have, however, to observe that the audit of no accounts should be retained in the Treasury, either under the gentlemen now performing that duty, or under the supervision of the Auditor of the Civil List, according to the proposed arrangement, unless it is clearly ascertained that the accounts are not of a character to render their transfer to the Commissioners of Audit desirable. The object of concentrating in that Department as much as possible the examination of all public accounts should be kept constantly in view, and the substitution of an audit by an officer of this Department should be resorted to only under exceptional circumstances.

Periodical Returns and Incident Bills of Revenue Departments.

Periodical returns and incident bills of Revenue Departments

My Lords further approve of the recommendation that the examination of the periodical returns and the incident bills of the great Revenue Departments should be entrusted to the Auditor of the Civil List. It is their desire, however, that this duty should be conducted under the constant supervision of one of the Secretaries. The nature of the charges comprised in these bills exposes the public to the risk of unnecessary expenditure being incurred without observation; and it is therefore essential that the accounts should undergo a strict revision, and that the attention of one of the Secretaries should be drawn to any charges therein which may have been incurred without due authority, or the necessity for which may appear doubtful.

Woods and Forests.

Woods and Forests.

My Lords concur in the suggestions of the Committee in regard to the class of business which it is proposed to place under the charge of the Principal Clerk Assistant to the Secretaries, except as respects that relating to the Woods and Forests Department. As some time must elapse before the additional duties of audit can devolve upon the Auditor of the Civil List, my Lords are of opinion that the business of the Woods and Forests may be advantageously entrusted to that officer.

In many respects that business, involving as it does the

Treasury Minute.

management of the Royal Parks and Palaces, and being often connected therefore with the personal convenience of the Sovereign, bears an analogy to the duties properly belonging to the Auditor of the Civil List, and may be combined with them with great propriety. My Lords do not, however, propose by this arrangement to relieve one of the Secretaries of this Board from the general charge of this business, but only from that of such minor details as his parliamentary duties do not permit him to give adequate attention to. They desire, therefore, that any question of doubt may be submitted to one of the Secretaries before it is brought under their Lordships consideration by the Auditor of the Civil List.

Consolidation of Divisions.

Consolidation of divisions.

For the reasons stated in the Report, my Lords approve of the proposed amalgamation of the four first divisions of the Office into two, each under the superintendence of a Chief and Senior Clerk, by which arrangement the services of two Chief Clerks will be dispensed with on the retirement of officers now serving at the head of separate divisions, and a further reduction in the number of Senior Clerks, and probably also in the other classes of Clerks, will be ultimately effected.

Fair Minutes and Registry Department.

Fair Minutes and Registry Department.

My Lords concur in the principle proposed by the Committee for modifying the present practice by which the decisions of this Board are recorded in what are termed "Fair Minutes." It appears to them that the bulk of those documents may be diminished and some useless labour saved by a selection of those Minutes which should be written out *in extenso*, and by the substitution of an abridged record of the rest.

Great care will, however, be necessary in effecting this change in a practice which has hitherto been the recognized mode of recording the decisions of the Board, and it will be necessary to take precautions, not only that every minute which contains any matter that may be the subject of further reference is entered at length in the Minute Books, but that some substitution should be provided for the record and index which at present exist of minutes of an ordinary character. It may, perhaps, be advisable that, with this view, the duty of selecting and recording the minutes should be placed under the direction

Treasury Minute. of the same Superintendent as the Registry Department; but my Lords reserve their decision upon this point until they ascertain the result of inquiries which the Committee will undertake into the system of record employed in other departments, with a view of suggesting any improvements which may be advisable in that of the Treasury.

Fees.

Fees. My Lords are not prepared to assent to the proposal of the Committee for the abolition of the greater part of the fees collected in the Treasury. The objection stated in regard to the inequalities of these charges on appointments emanating from this Office, might be obviated by the substitution of a similar form of appointment, subject to a well-regulated scale of fees and a stamp duty, for the varied forms now in use. My Lords are, however, of opinion that this whole subject should be reserved for further inquiry and consideration.*

Extra Allowances.

Extra allowances. As a general rule, my Lords concur in the views expressed in the Report regarding extra allowances for particular branches of duty. They consider that the established rates of pay for the several classes of Clerks are fixed at the proper rate for their remuneration, and that this Board is entitled to require their services in any duties for which they may be rendered available. Their Lordships, however, refrain from laying down an undeviating rule on the subject, because circumstances may occur in which it may be necessary to employ Clerks on services more important than the salaries attaching to their rank may afford adequate remuneration for. The office of the Clerk for Parliamentary Accounts occurs to my Lords, as a case in point. It is a situation which requires peculiar qualifications; and it may occur again, as it has done before, that a Clerk whose standing in the Office may not entitle him to promotion to the class of seniors over the heads of others possessing superior claims

---

* The recommendation of the Committee has since been carried out as follows:—

The fees on all Civil Appointments, wherever levied, were abolished by Treasury Minute, dated 3d December 1850;

And those on Civil Pensions and some other minor classes of fees, by Treasury Minute, dated 24th January 1851.

No fees are now received at the Treasury.

on general grounds, may be the person best qualified for the duty. In such a case, an allowance for extra labour would be the fittest mode of providing remuneration for the service. Adverting, indeed, to the importance of this office and to the laborious nature of its duties, often involving attendance in the House of Commons during discussions on the estimates, and generally requiring a closer and longer attendance than it is necessary to exact from other Clerks, my Lords entertain doubts whether the special allowance at present attaching to that office, according to the rank of the person filling it, should, under any circumstances, be withdrawn. My Lords cite this case as an instance in which a departure from the undeviating rule proposed by the Committee may be necessary; and while they assent to the general proposition, they will not restrict themselves from dealing with any particular case which may arise on its own merits. *Treasury Minute.*

Directorships of Companies.

My Lords agree with the Committee in considering that the public is entitled to the whole time of its servants, and that officers holding situations which require daily attendance should not be allowed to accept daily employment as Directors of Companies of various descriptions requiring their personal attendance elsewhere during office hours. Their Lordships will not require officers who are already engaged in such concerns to abandon them at once, unless it should appear that their public duties are thereby materially infringed upon; but they will in future strictly restrain any officer from entering into such engagements. Directorships of Companies.

Promotion.

The Minute of the 17th October 1834, by which the Office was last regulated, admits the rule that the promotion of Clerks from the class of Juniors to that of Assistants should proceed by seniority, unless the first on the list of Junior Clerks should prove ineligible on account of incapacity or unsatisfactory conduct. In the case, however, of promotion to the ranks above that of the Assistant Clerk, the principle is laid down that it should proceed by selection from the whole Office, and not by seniority. The Committee express their opinion that Promotion.

Treasury Minute.

the latter principle should be acted upon with as much strictness in making promotions from the junior as from the higher ranks. My Lords concur in the opinion on which this recommendation is founded, that the habits which make valuable public servants are generally formed in early life, and that it is right that a young man should feel, from his first entering the Office, that his future advancement will depend entirely upon his own conduct. But they think that the object may be attained so far as promotion from the class of juniors is concerned, by a strict enforcement of the rule that no promotion should take place, except on sufficient proof of merit.

In all promotions regard should be had to the qualifications essential to the office which is to be filled up; and no Clerk ought to be promoted to the rank of Assistant who is not fully qualified for its duties; but, as in the class of juniors, strict attention to their business, deference to their superiors, and obedience to the regulations of the Office, constitute their chief recommendations, my Lords do not think that it would be fair to pass over a Junior Clerk whose merits in these respects, combined with sufficient ability for the performance of the duties of an Assistant, fairly entitle him to the reward of promotion. In order, however, to satisfy the Board on these points, they will in future require evidence of satisfactory attendance, and a certificate of good conduct, efficiency, and zeal, signed by the heads of the departments in which he may have served, before the claims of a Junior Clerk to promotion can be admitted.

Similar merits will in all ranks command the consideration of the Board; but in proportion as the duties to be performed advance in importance, it will be the more necessary to select officers to fill them according to their capacities and aptitudes for business. My Lords will, therefore, exercise the principle of selection already established in regard to the promotion to the higher ranks; and in regard to those superior officers especially, for which my Lords join with the Committee in hoping that gentlemen of the Establishment will always be found qualified, it will be necessary, from a due regard to the public service, that the appointments should be governed solely by a consideration of the superior fitness of the individuals for the duties required.

Treasury Minute.

Number of Persons in each Class.

Number of persons in each class.

My Lords will hereafter determine the numbers of the several classes of officers of the Establishment when the nature of the superintendence over the Registry Department, and other points reserved for consideration, shall have been decided. They concur, however, in the recommendation of the Committee that the officers at present serving in the class of juniors should obtain their promotion, if duly eligible, to the class of Assistants, as vacancies occur; and that no vacancies in the former class should be filled up until the strength which it may be necessary to retain in the permanent establishment shall have been ascertained.

Copying and Extra Clerks.

Copying and Extra Clerks.

A general acquaintance with the forms used in the Office is a necessary qualification for the performance of the duties of a Clerk, and that acquaintance can only be obtained in the first instance by employment in copying documents. My Lords, however, are of opinion, with the Committee, that occupation in such merely mechanical duty for too long a period, is calculated to damp the energies of young men who may be qualified by education and talent for higher functions. Their Lordships, therefore, approve of the employment on this duty of a competent number of permanent Extra Clerks, at the rates of salary already fixed for this class. Care must, however, be taken, that no greater number is retained than may be absolutely necessary for such clerical labour as may be required after giving full employment to the officers on the Establishment, and that they are not to be so employed as to relieve the latter from the necessity of mastering those details of the business of the Office, which, however distasteful, are essential to the efficient performance of their duties.

Selection for Principal Clerkships.

Selection for Principal Clerkships.

My Lords have assented to the views of the Committee in adopting arrangements by which the Clerks of the Establishment may be afforded the opportunity of qualifying themselves for those offices which have not hitherto been recognized as coming within the line of ordinary promotion; and they trust that those gentlemen will prove by the result of their exertions in their respective

Treasury Minute.

spheres that the expectations held out in the Report in this respect are not disappointed. Their Lordships, however, feel it right, from a due regard to the interests of the public service, to reserve to themselves the power of appointing persons unconnected with the Office, not only to the Principal Clerkship for Colonial Business and the Law Clerkship, but also to the Auditorship of the Civil List, in the event of no one on the Establishment being found to possess sufficient claims or abilities for those offices when vacancies may occur in any of them.

Solicitor and Mr. Rothery.

Solicitor and Mr. Rothery.

The suggestions of the Committee in regard to the salaries to be hereafter assigned to the Solicitor of the Treasury, and the person who may be entrusted with the duties now performed by Mr. Rothery may be reserved for consideration until the retirement of the gentlemen now filling those offices.

Commissariat.

Commissariat.

My Lords regret that they must postpone for the present the consideration of the recommendation in the Report for the increase of the scale of salaries of the establishment of the Commissariat Department. Their Lordships are aware of the laborious and important nature of the duties performed by the officers of that Department, and are not insensible to the claims arising from their general efficiency and good conduct; but as a Committee of the House of Commons is now sitting on the military and ordnance estimates, my Lords feel that they should not be justified in sanctioning increased remuneration to those officers until the result of the inquiry of that Committee into the Civil Departments connected with the army shall be reported.

Treasury Minute, 3 April 1849.

Treasury Minute dated the 3d April 1849:—Making detailed arrangements in reference to the preceding Minute, and directing Messrs. Boyd and Harrison to report on the mode of giving effect to the changes directed.

As Mr. Fauquier, the Chief Clerk of the first division, and Mr. Pearson the Chief Clerk of the fourth division, have been placed on the retired list, it appears to my Lords that the most convenient mode of effecting the amalgamation of the four first divisions of the Office, will

be to place the first division under the charge of Mr. Harrison, the Chief Clerk of the third division, and the fourth division under the charge of Mr. Boyd, the Chief Clerk of the second division, without making at present any other alteration; and that those gentlemen should, at the end of a month, make a joint report under each of the following heads:— *Treasury Minute.*

1st. The distribution of the business which it will be advisable to make between the two divisions, with a proper regard both to the greatest practicable equalization of the duties, and to bring together duties of a similar nature in the same division, it being understood that the general principle on which the distribution will be made will be that correspondence relating to the control of the expenditure, will form the principal element in the business of one division, and the correspondence relating to the control of the Revenue of the other, and that the duty of giving directions for the actual issue of money will be concentrated, as far as possible, in the third or financial division.

2nd. The number of letter and warrant books which it will be advisable to have in each division; and

3rd. The number of persons who will be required for the transaction of the business of each of the divisions, on the supposition that their time will be fully occupied in the business of the Office during office hours.

My lords are also of opinion that it may be advisable to separate the preparation of the Fair Minutes at once from the rest of the business, in anticipation of an arrangement by which it is contemplated to place this branch of the business of the Office under the same general superintendence as the Registry Department; but it is not intended that any change should be made in the mode in which the Fair Minutes are prepared, until the subject has been more fully investigated.

As the present state of Mr. Brooksbank's health will not allow of his giving his usual attention to his duties as Treasury Auditor, my Lords desire that Mr. Pennington will undertake, until further orders, the execution of this branch of the business of the Treasury, in the manner contemplated by the Minute of this Board of the 27th ult.

Mr. Henry Nicol and Mr. Augustus Henry Walker are appointed permanent Extra Clerks at the rates of salary fixed for that class, and Mr. Nicol's service will be dated from the 11th April 1840, when his employment as Clerk to the Counsel for drawing Parliamentary Bills commenced,

Treasury Minute.

and Mr. Walker's from the 14th February last, when he began his attendance at this Office.

The whole of the rooms on the upper floor are to be immediately occupied by Mr. Harrison's department. The rooms on the second floor, now occupied by the third division, are to be transferred to Mr. Boyd's department.

Mr. Pemberton, Mr. Spencer Drummond, Mr. Cole, and Mr. Maurice Drummond, are for the present to be employed in the preparation of the Fair Minutes, and are to occupy the rooms on the third floor now occupied by the first division; and Mr. Stephenson is for the present to occupy Mr. Fauquier's room.

Further Report, 21 *May* 1849.

Further Report of the Committee respecting the Registry and Fair Minutes.

Having, in compliance with the wish of the Chancellor of the Exchequer, carefully investigated, in concert with the principal officers of the Treasury, the mode in which the proceedings of the Treasury Board are recorded for further reference, and inquired into the practice of other departments, with a view to introduce into the system of the Treasury any improvements of which it might be susceptible, we proceed to submit such recommendations as appear to us to be called for. In all our proceedings on this subject, we have derived much assistance from memoranda furnished to us by Mr. Leake, Mr. Ricketts, and other officers of the Treasury, and we are in particular indebted for several valuable suggestions to Mr. Leake, who has directed his attention to this subject for many years past.

Treasury system of registration.

The first steps of the process which all the Treasury Papers undergo, are, in our opinion, simple and effective, and well adapted to the peculiar constitution of the Office. Every paper is immediately on its arrival taken charge of by the Registry Department, and a further note is taken of it in that Department at every subsequent stage of its progress. There is, therefore, every practicable security that papers will not be lost sight of; and the Registry Department is in possession of information which in general enables it to produce a paper, or to point out the last holder of it, from its being first received in the Office until it is finally disposed of. At the Admiralty there is an elaborate system of registration, but it does not commence

Further Report.

until the decision has been come to upon the papers, and the answers have been despatched.

Numerical register.

The basis of the Treasury system of registration consists in an annual numerical series, in which all the papers, except those connected with Parliamentary business and with ordinary issues of money relating to army, navy, and ordnance services, are included, the next vacant number in the numerical register being given to each paper as it is received. This simple expedient furnishes the means of maintaining the chain of connexion between papers relating to the same subject; and after the papers have been put away in numerical order, those which relate to any particular subject may at any time be got together without inconvenience by referring to the Paper Keeper's Book, in which their connexion is recorded.

Alphabetical register.

Besides being entered in the Numerical Register, each paper is also recorded in an Alphabetical Register, divided under two heads, one of which is appropriated to Letters and Reports from Public Departments, and the other to Memorials, &c., from Private Individuals.

All this is done before the papers are sent (accompanied, if necessary, by the former correspondence) to a Secretary or Principal Clerk, by whom they are submitted to the Board; and we are of opinion that more could not with advantage be attempted in this preliminary step of the proceedings on each paper. The notices of each document contained in the Numerical and Alphabetical Registers, and the Paper Keeper's Book, are sufficient to secure an easy reference to all the papers of recent date, and whatever more is required must be left to a subsequent period, when the papers can be dealt with at leisure.

Want of an Analytical Index.

The great defect in the Treasury system of registration is that there is no satisfactory index of subjects, or, as it is commonly called, Analytical Index; and the want of this is particularly felt when the papers of former years have to be searched, in order to ascertain what course was adopted in analogous cases.

Index to the Fair Minutes.

The Index to the Fair Minutes furnishes, in our opinion, the appropriate means of supplying this defect. The Fair Minutes are the last and most complete form in which the decisions of the Board are recorded; and as they are prepared after the papers have ceased to be required for any current purpose, the Index may be compiled from them in as detailed a manner as may be considered desirable, without any interruption to the business of the Office.

Further Report.

Present bulk of the Fair Minutes.

But in order to attain this important end, it is necessary that the Fair Minutes should be relieved from a great deal of useless matter with which they are at present encumbered, as proposed in our General Report upon the Office, and sanctioned by the Minute of the Board thereon. All original opinions and decisions of the Board should be recorded in the Minute Books, but directions which are given in conformity with rules and precedents already fully established should be omitted, as they do not add to the value of the Minute Books as a record of principles and precedents for future guidance, but, on the contrary, render the valuable matter in those books less accessible by swelling their contents.

It is observed in their Lordships Minute above adverted to, that it will be necessary to take precautions not only that every Minute, which contains any matter that may be the subject of future reference, is entered at length in the Minute Books, but that some substitute should be provided for the record and index which at present exists of Minutes of an ordinar character.

We have carefully considered this part of the subject, and the opinion at which we have arrived is that, provided proper arrangements are made for including in the Fair Minutes every Minute which lays down a new rule, or tends to the establishment of a new precedent on any subject, all those papers which go through the Office as a matter of course, will be sufficiently recorded in the Numerical and Alphabetical Registers, the first of which contains a notice of the Public Department or Individual written to in each case; and with the assistance of these Registers reference may be made either to the original paper which has been put away, with the original Minute upon it, or to the Letter Book in which the answer has been copied.

Mode of reducing the Number of Papers recorded on the Fair Minutes.

If it shall be determined to adopt the general course of proceeding recommended by us, we would suggest that it should be gradually carried into effect, by issuing Minutes to be entered in the Fair Minute Book, setting forth, in respect to each class of cases proposed to be excluded, the rules and precedents which have governed their Lordships decisions in similar cases, and directing that in all future cases coming within such defined regulations, the same directions may be given without recording each separate case in the Minute Book.

Any decisions which may be subsequently passed, modi-

fying the rules so laid down, or excepting particular cases wholly or partially from their operation, should be duly recorded in the Fair Minutes, to which effect a direction should be added to every such Minute at the time when it is prepared. *Further Report.*

By adopting this course, the Fair Minutes will, by degrees, become a collection of opinions, decisions, and precedents, established by the Board, and of exceptions to those decisions. The grounds on which the precedents which at present govern the practice of the Board, were founded will be traced out and recorded in the General Minutes; and in time the "consolidation and classification of information" contemplated in Sir Francis Baring's Minute of the 26th January 1841 will be attained.

Since the Fair Minutes were disconnected from the current transaction of the business of the Board, by the introduction of the practice of preparing the letters and warrants upon the original Minutes, the Fair Minutes have in common with the registers in which the papers are noted on their arrival, properly speaking, formed part of the Record Department of the Office; and if the measures recommended by us are adopted, this connexion will be completed, and it will become of more importance than ever that all this part of the business of the Office should be conducted with a due regard to uniformity of practice and mutual co-operation.

We are therefore of opinion that the Registry and Fair Minutes should, for the future, form an United Department, and should be placed under the control of an officer of the Treasury, to be denominated the Superintendent of the Record Department; and considering the importance of the duties he will have to perform, and the number of persons who will act under his directions, we think that this Officer should belong to the rank of Senior Clerks, and care should be taken to select the best qualified person of that rank for this responsible situation. Consolidation of the Registry and Fair Minute Department. Superintendent.

The Superintendent should act upon the rules laid down for his guidance in the General Minutes, excluding particular classes of papers from the Fair Minutes and in Special Minutes directing that particular cases should be placed on the Fair Minutes although they belong to one of the excepted classes; and in doubtful cases he should take the opinion of the Principal Clerk Assistant to the Secretaries, who should be charged with the same general supervision over the united Department which he at present exercises over the Registry Branch of it.

Further Report.

The loose sheets upon which the Fair Minutes are written are at present bound once in every month, which involves an accumulation of twelve volumes a year, and greatly increases the difficulty of consulting the indexes.

Volumes of Fair Minutes to be quarterly.

We are of opinion that by the omission of superfluous matter, by compact writing, and if necessary by having the paper of a larger size than at present, it will be practicable to have only one volume of Fair Minutes in each quarter, or four in the year. The index should, we think, be made, according to the established practice, at the end of each volume; but it will remain for consideration hereafter, whether it will be advisable also to have a consolidated index made in a separate volume for the Fair Minutes of a certain number of years.

Connecting notes of preceding Minutes.

It has been often objected to the Fair Minutes that a separate search is required to find each individual minute, and that no aid is afforded by them to trace a lengthened correspondence to its source. The connexion of papers with each other ought to be sufficiently recorded in the Paper Keeper's Book, as well as on the papers themselves; but we nevertheless think it will be desirable, in order to furnish additional facilities for tracing bygone correspondence, that the date and number of the immediately preceding minute on the same subject should be noted in the margin opposite to each minute recorded in the Fair Minute books, which can easily be done by the person who is preparing the Fair Minutes while the file of papers is in his hand.

Superintendence of the business of the Department.

The Superintendent should satisfy himself, by frequent examination of the work performed by each person, that the Fair Minutes are properly drawn, that they are written in a compact and legible hand, that they are duly compared with the originals, and that the index is prepared under the heads best suited to secure an easy and certain reference to the papers.

It will be the duty of the Superintendent to apportion the work among all the persons employed under his directions, as may appear to him to be required from time to time, it being understood that persons employed in either of the branches of Registry and Fair Minutes will be available for the other, as occasion may require; and we particularly recommend that in pursuance of the established practice of the Office, each of the Junior Clerks may be employed for a sufficient time in the Registry to make him familiar with every part of the process by which Treasury

papers are circulated for the immediate dispatch of business, and afterwards recorded for future reference. *Further Report.*

In the absence of the Superintendent, the Senior Officer on the Establishment in the United Department being of the rank of Assistant, should perform his duties under the superintendence of the Principal Clerk Assistant to the Secretaries.

We recommend that the preparation and indexing of the Fair Minutes in the Commissariat Department, should be regulated on the same principles which have been suggested for the corresponding service in the General Department of the Treasury, but that the Commissariat Minutes should be written fair, and indexed, as heretofore, in the Commissariat Branch.

The Principal Clerk of the Commissariat, and in his absence the Chief Clerk, should be responsible for the proper application of these regulations to their Department. Commissariat Minutes.

W. Gibson Craig.
J. Parker.
Treasury, 21st May 1849. C. E. Trevelyan.

Minute on the above, dated 25 May 1849. *Treasury Minute, 25 May 1849.*

My Lords have before them a Report by Mr. Gibson Craig, Mr. Parker, and Sir Charles Trevelyan, stating the result of the inquiry, which had been entrusted to them, on the system of record observed in this Office.

In this Report no change is recommended in the arrangements under which papers are entered in the alphabetical and numerical registers on their receipt in the Office, and ultimately deposited in numerical order in the Department of the Paper Keeper.

These arrangements are stated to be perfectly efficient for their object, and the changes recommended by the Committee point rather to the adoption, in connexion with the existing system of registration, of measures by which more ready access may be obtained to general regulations and decisions of the Board forming precedents for future guidance, than is at present afforded. In order to give facilities for this object, the Committee propose that the preparation of the Fair Minutes, from the process of indexing which opportunities may be derived of forming a condensed or analytical index of subjects, should be placed under the superintendence of the same officer as

Treasury Minute.

the Registry Department, and adverting to the important nature of the duties proposed to be entrusted to this officer, they recommend that he should be of the rank of Senior Clerk.

In the former Report of the Committee on the establishment of the Office, it was proposed that an alteration should be made in the system of recording the orders of the Board in Fair Minutes, by excluding from those documents all papers of an ordinary character. In the present Reports the same views are repeated, but the immediate practical measures proposed for carrying them into effect are confined to a suggestion for classifying the decisions of the Board on subjects of general regulation, which may form the guide for directions on all papers falling within the same class. It is proposed that in such cases minutes should be drawn and entered on the Fair Minutes, prescribing the principles on which applications of a similar character should be dealt with, and that subsequent orders, unless they involved any deviation from the directions of such governing minutes, should not be so recorded.

My Lords concur in the recommendation of the Committee on these several points; and they are pleased to select Mr. Baker, of the class of Senior Clerks, for the duty of superintending the united Department of the Registry and Fair Minutes.

Report by Messrs. Boyd and Harrison.

Report by Messrs. Boyd and Harrison, as directed by Minute of 3d April. See Page 26.

Treasury Chambers, 22d May 1849.

In obedience to the directions contained in your Lordships' Minute of the 6th April last, that we should at the end of a month make a joint Report under each of the following heads, viz.:—

1st. The distribution of the business which it will be advisable to make between the two divisions, with regard to the greatest practicable equalization of the duties, and to bringing together duties of a similar nature, it being understood that the general principle on which the distribution will be made will be that correspondence relating to the control of the expenditure will form the principal element in the business of one division, and correspondence relating to the control of the revenue of the other, and that the duty of giving directions for the actual

issue of money will be concentrated as far as possible in the Third or Financial Division. *Report by Messrs. Boyd and Harrison.*

2d. The number of letter and warrant books, it will be advisable to have in each division.

3d. The number of persons who will be required for the transaction of the business of each division, on the supposition that their time will be fully occupied in the business of the Office during Office hours.

We now beg leave to submit to your Lordships the result of our observations on the points alluded to, after a month's experience of the working of the same business in two divisions under our control, that has been heretofore executed by the four divisions under the direction of four Chief Clerks, according to the arrangement directed by your Lordships' Minute, 17th Oct. 1834.

In regard to the future distribution of the business which it will be advisable to make between the two divisions, it appeared to us from the experience we have had during the last month, that it might materially facilitate the proposed consolidation, if the present arrangement of the business were disturbed as little as possible, the business of the First and Third Divisions being simply allotted to the First Division, and that of the Second and Fourth Divisions to the Second Division; but as we understand that it is considered advisable that all that portion of the business now executed in the Fourth Division which may be considered in the light of law business, viz., the Correspondence with Sheriffs, Magistrates, Mayors, Clerks of the Peace, Town Clerks, Treasurers of Counties, Commissioners of Police, Governors of Gaols, Mr. Wilkins, and Mr. Rothery, and with the Secretary of State for the Home Department on the above subjects, should be transferred to the First Division in which the law business is executed; and that the correspondence with the Bank of England, the Exchequer, the National Debt Commissioners, the Mint, and the South Sea Company, should be transferred to the Second Division, as being connected with the Revenue of the Kingdom; and that, with a view of equalizing the business, the Correspondence with the Board of Control, the East India Company, the Stationery Office, the Queen's Printer, and the Printers to the Houses of Parliament, should also be transferred to the Second Division; and as we are not aware of any objection to this proposed distribution of the business, for the adoption of which, on the contrary, with a view to the future simplification of

Report by Messrs. Boyd and Harrison.

the business, there certainly do appear to be good and sufficient grounds, we therefore recommend that the business to be appropriated to each Division should be as follows, viz.:—

First Division.

Correspondence with the—

Secretaries of State.
Commander-in-Chief.
Secretary-at-War.
Ordnance.
Paymaster-General.
Trinity House.
Commissioners of Audit.
Agents General for Crown Colonies.
Receiver of Fines.
Queen's Proctor.
Counsel for Business connected with the Slave Trade.
Treasury Solicitor.
Officers of the Courts of Law.
Judges, Treasurers, Clerks, &c. of the County Courts.
Chelsea Hospital.
Royal Military Asylum.
Admiralty.
Greenwich Hospital.
Officers of the High Court of Admiralty.
Sheriffs.
Clerks of the Peace.
Magistrates, &c. of Quarter Sessions.
Police.
Keepers of the Queen's Prison.
Governors of Gaols.
County Treasurers.
Mayors.
Municipal Corporations.
Town Clerks.

Second Division.

Correspondence with the—

Customs.
Inland Revenue (Excise, Stamps, and
Post Office.

Officers of the Houses of Lords and Commons.
Lord Privy Seal.
Clerks of the Patents.
Woods and Forests.
Ireland.
Scotland.
Council Office.
Board of Trade.
Education Committee.
Exchequer.
Mint.
Bank of England.
South Sea Company.
Commissioners for Reduction of the National Debt.
Public Works Loan Commissioners.
Board of Control.
East India Company.
Officers of the Royal Household.
Officers of the Duchies of Cornwall and Lancaster.
National Gallery.
Stationery Office.
Queen's Printer.
Printers to the Houses of Parliament.
Government Officers of Guernsey and Jersey.
Clerk of the Signet.
Record Office and State Paper Office.
Registrar General.
British Museum.
Poor Law Commissioners and Guardians of the Poor.
Tithe Commissioners.
Enclosure Commissioners.
Railway Commissioners.
Ecclesiastical Commissioners.
Lunacy Commissioners.
Board of Health.
Sewers Commissioners.
Metropolitan Commissioners.
Fine Arts Commissioners.
New Palace (Westminster) Commissioners.
Receiver General of the Isle of Man.
Paymaster of Royal Bounty.
Paymaster of Polish Grant.
Officers of the Treasury.

Report by Messrs. Boyd and Harrison.

Report by Messrs. Boyd and Harrison.

All warrants to be prepared by the Division to which they respectively relate.

In regard to the number of books it will be necessary to keep in each Division, we are of opinion that, as far as possible, the system of keeping separate books for the entry of the correspondence with each Public Department should be adopted; and in those cases where the correspondence with any Public Board or Department is of so trifling a nature that it would be inexpedient and unnecessary to have a separate book, that such correspondence should be entered together in the same book, with the name or other designation of the several Boards or Departments to which the correspondence relates, written on the back of the book; and we subjoin a list of the books that it will be necessary under this system to keep in each division, viz.:—

First Division.

Department Book.

Secretary of State, Home Department.
Ditto, Foreign Affairs.
Ditto, The Colonies.
Agents General for Crown Colonies.
Governors of Ditto.
Secretary-at-War, Master-General and Board of Ordnance.
Paymaster General, Commander-in-Chief, Admiralty.
Commissioners of Audit (Letters and Warrants).
Treasury Solicitor, Queen's Proctor, Queen's Remembrancer, and Officers of the Courts of Law.
Judges, Treasurers, and Officers of the County Courts.
Municipal Corporations.
Auditors States of Accounts Books.
Book containing correspondence and Warrants relating to Sheriffs, Mayors, Clerks of the Peace, Town Clerks, Treasurers of Counties, Keepers of the Queen's Prison, and Governors of Gaols.
General Letter Book for Official and Private Individuals, and for any correspondence not included under any of the above heads.
Fee Book.

Report by Messrs. Boyd and Harrison.

Second Division.

Department Book.

Inland Revenue (Excise, Stamps, and Taxes).
Customs.
Post Office.
Woods and Forests.
Council Office and Board of Trade.
Scotch Book.
Irish Book.
Board of Works, Ireland.
Royal Household.
Duchies of Cornwall and Lancaster.
Board of Control and East India Company.
Comptroller of the Stationery Office.
Book containing Correspondence relating to the Exchequer, Mint, National Debt Commissioners, and Bank of England.
Book containing Correspondence with Public Boards (not otherwise enumerated) and temporary Commissioners, as well as Official and Private Individuals.
Fee Book.

Books common to both Divisions.

Patent Book.
Queen's Warrant Book.
Pension Book (which should in future include Pensions of every description).

All Treasury Warrants to be entered in the Letter Books to which the subject belongs.

With respect to the number of persons which it will be necessary to attach to each Division, it must be understood that the opinion hereafter expressed is not a joint one, but that of each of us with reference to the business at present allotted to and executed by the particular divisions of which we have had the charge during the last month.

Under the Minute of 17th October 1834, and up to the period of the present consolidation of Departments, the number of persons employed to execute the business now appropriated to the First Division was eight, and to the Second Division eleven, under the control of four Chief Clerks.

The business of the Consolidated Department has,

Report by Messrs. Boyd and Harrison.

during the last month, been executed in the First Division by six, and in the Second Division by seven persons under the direction of two Chief Clerks; and we feel satisfied that in consequence of the labour of drawing out the Fair Minutes, which, under the old system, almost entirely occupied one Clerk in each Division, having been transferred to a distinct Department, and the transfer to the Commissariat Department of the Entries and Copies, formerly made in the First and Third Divisions, and the probable further transfer of a small portion of Correspondence to the Finance Department, this reduced number of Clerks, by giving their constant and regular attendance during Official Hours, will be sufficient to execute the duties allotted to the Divisions in a prompt and satisfactory manner.

Having thus given our individual opinion as to the number of persons it will be necessary to attach to each of our respective Divisions, we, taking into consideration the absence which is allowed by the regulations of the Office to each gentleman for relaxation and health, as well as that which must occasionally occur amongst so many individuals from illness and other unavoidable causes, beg leave to express our conviction that with a less numerical force than that which we have proposed, the business will not be executed with that efficiency, punctuality, and expedition which we conceive is absolutely necessary as well for the satisfaction of the public as for the credit of the first office under Government; for it must always be borne in mind, that although the decisions on important business may, from various causes, be delayed or postponed without any serious inconvenience, no excuse should be allowed to exist, from a want of sufficient working staff, for the non-execution and despatch of business, when once directed, within the shortest possible period; and it is to ensure this object that we feel bound to express our hope that when the Establishment and duties of each Division are finally settled, no alteration in their numerical strength will be made, unless it should be satisfactorily shown that a material decrease in the business to be executed has already taken place, and is likely to be of a permanent nature.

MINUTE on Messrs. BOYD and HARRISON's Report. *June* 1, 1849.

Treasury Minute 1 June 1849.

My Lords have before them the Report which has been made by Messrs. Boyd and Harrison in obedience to the instructions contained in their Minute dated 3d April last, respecting the arrangements for the satisfactory transaction of the business in the two Consolidated Divisions of their Lordships' Office.

My Lords approve of the proposed apportionment of the business between the two Divisions; and they will give such directions in regard to new classes of correspondence which may hereafter arise as circumstances may appear to require.

All communications directed by Minutes prepared in the Commissariat will be completed in that Department, by which arrangement numerous letters on Commissariat and Military subjects, which have hitherto been written in the Commissariat, and have then been transferred to the other Divisions of the Office to be entered in the Letter Books, and to have the papers transcribed which are to accompany them, will for the future be written, entered, and when completed with the necessary enclosures, despatched from the Commissariat, on the Fair Minutes of which Division they will be finally recorded.

My Lords observed in their Minute, dated 3d April last, that the duty of preparing the directions for the actual issue of money should be concentrated as far as possible in the Third or Financial Division; and they now desire that this arrangement be carried into effect, subject to the following exceptions:—

1st. All letters directing issues from or repayments to the Commissariat Chest Fund are to be written in the Commissariat Branch of the Office; and

2d. Letters which contain other special directions besides the issue of money, are to be written in the First or Second Division, as the case may be, after they have been disposed of in the Financial Division.

My Lords also approve of the Letter and Warrant Books proposed for each Division; and they desire that increased care may be taken that the Books of the Office are kept in a neat and legible hand; that the entries are correctly made, the copies of all the more important papers being compared with the originals; and that each entry is indexed at the time it is made, and in a manner

Treasury Minute.

which will furnish an easy reference to the subject. Each paper should be noted in the index under two separate heads, one of which should be the subject of the letter, and the other the person or Office addressed.

Six persons will be employed in the First Division and seven in the Second Division, besides the respective Chief Clerks, as recommended; but this arrangement will be liable to be modified hereafter, as circumstances may require.

The Fair Minute Department and the First and Second Division will for the present be composed as follows: —

Fair Minutes.

Superintendent, J. Baker.
Assistant Clerk, S. Drummond.
Junior Clerks, J. H. Cole and M. Drummond.
Indexing Clerk, J. W. Levett.

First Division.

Chief Clerk, T. C. Harrison.
Senior Clerks, M. Harrison and E. Speer.
Assistant Clerk, W. Seton.
Extra Clerks, J. Stephenson and A. H. Walker.

And Mr. Hannibal Sandys will be employed in this Division, and be paid as an Extra Clerk during Mr. Courtenay's and Mr. Fitzgerald's absence.

Second Division.

Chief Clerk, G. Boyd.
Senior Clerk, W. C. Brummell.
Assistant Clerks, C. R. Pemberton, A. Waller, C. W. Stronge.
Junior Clerks, A. Clerk, and C. G. Barrington.
Clerk, E. Nash.

Treasury Minute, 29 June 1849, on the Commissariat Branch.

Treasury Minute dated the 29th June 1849, on the Duties and Emoluments of the Commissariat Department of the Treasury.

My Lords have under their consideration two memoranda, dated respectively the 7th February and the

2d April last, which have been prepared, by their desire, by the Principal Clerk of the Commissariat, for the purpose of establishing in that Department of their Office such a distribution of the duties as will be most conducive to the satisfactory transaction of the business, and will promote the permanent efficiency of the Department by enabling each member of it to qualify himself for promotion by acquiring a practical knowledge of the different branches into which the Commissariat business of the Treasury is divided. My Lords entirely approve of the recommendations contained in Mr. Archer's memoranda, which are founded upon the experience he has acquired during his long and able management of this branch of their Office, and they are pleased, in conformity therewith, to lay down the following regulations for future guidance. *Treasury Minute on Commissariat Branch.*

The Commissariat duties will be conducted, as heretofore, under the superintendence of the Principal Clerk and the Chief Clerk, and the Principal Clerk will submit the papers to the Board when the Assistant Secretary is absent from the Treasury.

The business will be divided, as follows, between three distinct branches of the Office, each of which will be under the superintendence of a Senior Clerk:—

1. Estimate and Establishment Division, and superintendence of the Commissariat Chest.
2. Contract Division.
3. Correspondence and Fair Minute Division.

In the Estimate and Establishment Division, and in the Contract Divisions, Minutes are to be prepared on all the ordinary matters which pass through those Divisions, and to be submitted to the Principal Clerk for his revision previously to their being read at the Board, while papers relating to matters which require more particular consideration are to be delivered, after they have been examined and reported upon in the Division, to the Principal Clerk, in order that Minutes may be prepared upon them by him or by the Chief Clerk; the general principle to be kept in view in regard to these two Divisions of the Office being that the business should be carried to as advanced a stage as circumstances will allow in the Division, and that the duties of the Principal and Chief Clerk should be confined, as much as possible, to giving general directions for the preparation of Minutes, and the revising them when they have been prepared.

Treasury Minute on Commissariat Branch.

It is their Lordships' wish that all the Members of the Establishment should, as far as may be compatible with the due execution of the business, have ample means and opportunities given them of acquiring an accurate knowledge of the whole of the duties of the Department, for which purpose they should be employed from time to time, as circumstances admit, in each division of the Office, and in each of the branches of duty comprised in the several Divisions; and in order that their Lordships may have the practical operation of this rule brought before them at regular intervals, they desire that on the occasion of each annual review of the Establishment of Commissariat Officers and Clerks serving in Ireland and in the Colonies, a statement be submitted to them, showing in what manner each of the persons belonging to the Establishment of the Commissariat Branch of their Office has been employed during the past year, and suggesting such changes as may appear to be required in order to carry out their Lordships' intention.

The Members of the Establishment will be apportioned between the three Divisions of the Office, as follows, until their Lordships shall see fit to alter this arrangement:—

Estimate and Establishment Division.

Senior 1st Class	Mr. Hughes.
„ 2d Class	Mr. Dickens.
Junior	Mr. Byron.
„	Mr. Buchan.

Contract Division.

Senior 1st Class	Mr. T. Crafer.
„ 2d Class	Mr. F. Crafer.

Correspondence and Fair Minute Division.

Senior 1st Class	Mr. Cooper.
„ 2d Class	Mr. Rorauer.
Junior	Mr. Clarke.
„	Mr. Jackson.
„	Mr. Slade.

In the event of a pressure or arrear of business in any of the above Divisions, the particular distribution of duties is not to interfere with the employment of those persons

belonging to any Division, who, in the opinion of the Principal Clerk, may, without inconvenience, be detached for a time from their regular duties, for the purpose of overcoming the pressure or subduing the arrear.

Treasury Minute on Commissariat Branch.

Having thus provided to the extent of their power, that those who have the capacity and disposition to render themselves useful, shall have full opportunity given them of qualifying themselves for the higher duties of the Office, my Lords desire that it may be fully understood that advancement to higher classes on the Establishment will depend, not on seniority, but on merit and efficiency; and their Lordships expect that in each Division the gentlemen employed will cheerfully and zealously exert themselves in co-operation with the Senior Clerk of the Division, in order that the duties confided to them may be duly and efficiently performed, their respective seniors being held responsible for the result; and the Senior of each branch will report without delay to the Principal Clerk in all cases where any arrear may have occurred in the performance of the several duties assigned to each person under him, so that, if the case should require it, the Board may determine what remedy should be applied.

In prescribing these arrangements for the future conduct of the business in the Commissariat Branch of their Office, my Lords advert to that part of their Minute on the Treasury Establishment, dated 27th March last, in which they stated their intention of deferring the consideration of the increase in the scale of salaries recommended for this Division of their Office, until the result of the inquiry of the Committee of the House of Commons into the Army and Ordnance Expenditure should be reported. At the time when this intention was expressed, it was supposed that the Committee would finish their inquiry in the course of the present Session, but as it now appears, from their Report to the House, dated the 11th ult., that the Committee can hold out no expectation that they shall be enabled to do more than to report upon the expenditure on account of the Ordnance Estimate during this Session, and as the duties and responsibilites of the Commissariat branch of this Office have been augmented by the recent arrangements, my Lords deem it right to come to an immediate decision on the revised scale of pay, and the more so, as it will still be lower than that of the corresponding ranks in the Ordnance and War Office.

Treasury Minute on Commissariat Branch.

My Lords are accordingly pleased to adopt the several recommendations made in reference to this portion of the Treasury Establishment by the Committee appointed to inquire into the state of their Office, and to direct that the arrangements proposed by that Committee take effect from the commencement of the present quarter.

COLONIAL OFFICE.

Report.

The Permanent Establishment of the Colonial Office consists of an Under Secretary, with a salary of 2,000*l.* a year; an Assistant Under Secretary, 1,500*l.* a year; a Précis Writer, 1,000*l.*; a Chief Clerk, with a salary increasing from 1,000*l.* to 1,250*l.*; twenty-three Clerks, divided into four classes, with salaries increasing from 100*l.* to 1,000*l.*; a Librarian, 600*l.* to 800*l.*; Assistant Librarian, 200*l.* to 400*l.*; and a Registrar at 300*l.*

Permanent Establishment of the Colonial Office.

The Clerks are appointed at an early age, without being subjected to any examination, but they have to undergo a year's probation before they are confirmed in their appointments. The Clerkships, including the Chief Clerkship, are strictly reserved for gentlemen who enter as Clerks with the prospect of that promotion.

Appointment and promotion of Clerks.

All the other officers on the Permanent Establishment are selected at a more mature age, on the ground of their possessing particular qualifications for the offices to which they are respectively appointed. The Clerks are not excluded from the competition, but they are merely candidates in common with those who are not in the Office.

Appointment of the other officers of the Department.

The Clerks are divided for the transaction of business into five departments, four of which are charged respectively with the correspondence with a certain number of colonies; and each of these departments ought to have in it, and usually has, a member of each class of Clerks. According to the present arrangement, the Chief Clerk superintends what may be regarded as a fifth department, as will be presently explained.

Classification of the Clerks for the transaction of business.

When the letters of the day have been registered, they are delivered to the Senior Clerk of the Department to which they respectively belong, who minutes them with those prominent points which his experience and constant reference to the general correspondence suggest, and proposes, in ordinary cases, the form of the answer, or the practical course of dealing with the subject; and when the correspondence, having been prolonged or complicated, requires an explanation or analysis, he forwards with the papers such a statement of facts, prepared either by himself or under his supervision, as may assist the practical consideration of the question. The papers are then sent either

The usual course of the business.

Tr Report. Mi—— on (missa Bra —

to the Assistant Under Secretary, or to the permanent Under Secretary, according to the nature of the subjects, each of whom passes them to the parliamentary Under Secretary with his observations upon them, and from him they reach the Secretary of State, who records his decision upon them, after he has considered all that has been submitted to him, and called for such further information as he may require. After that, the papers are returned through the same channel to the Senior Clerk, and it then becomes his duty to examine carefully the minutes and drafts, in order to see whether any point in the instructions may be at variance with facts, regulations, or precedents not known to the Secretary of State or Under Secretaries; and to execute all the final instructions he may receive, by preparing the drafts, or causing them to be prepared by his assistants, and superintending the copying and despatch of the letters to be written from them. The usual practice is for the senior to pass on to his assistant those papers which require ordinary drafts, or drafts closely following the minutes, reserving to himself such as involve any question of doubt, or on which no very precise instructions have been given. Drafts are also frequently prepared by the permanent Under Secretary and Assistant Under Secretary, in cases which they consider to require it. All drafts finally receive the sanction of the parliamentary Under Secretary and of the Secretary of State.

The Précis Writer is chiefly employed in examining and preparing for the decision of the Secretary of State masses of papers on particular subjects which require for their proper elucidation more time than can be bestowed upon them by the Clerks who are charged with the execution of the current business.

The constitution of the higher portion of the Office not open to objection, provided qualified persons are appointed.

The constitution of the higher and more important portion of the Office, as above described, appears to provide for every requisite object. The legal and general knowledge which cannot be easily acquired within the walls of the Office is brought to the aid of the Secretary of State by the free selection of the permanent Under Secretary, the Assistant Under Secretary, and the Précis Writer from among those who have risen in other walks of life; while the Senior Clerks contribute the long official experience and the practised ability which are the foundation of the regular and successful transaction of public business. If the former class of officers are well selected, and the latter

are well selected and well trained, nothing more will be wanting, as it appears to us, to secure the highest practicable degree of efficiency in this department of the Office.

Selection of persons for the offices of permanent Under Secretary, Assistant Under Secretary, and Précis Writer.

The appointment of proper persons to fill the situations of permanent Under Secretary, Assistant Under Secretary, and Précis Writer, must be left to the conscience and the judgment of the Secretary of State; and it is so extremely important, both to the public interest and to the Secretary of State himself, that these offices should be effectively executed, that the best selection is likely always to be made of which circumstances admit.

Imperfect nature of the arrangements for securing a succession of qualified persons for the situation of Senior Clerks.

But in providing a proper succession of Senior Clerks for the part which they have to perform, a great deal remains to be done. In this case the previous training, being entirely within the walls of the Office, depends upon the measures taken by the Government for the purpose; and as the field of selection is very limited, the preparation and instruction of the small number of persons from among whom the Senior Clerks must be appointed, is a matter of serious public importance. The training given to the Clerks in the Colonial Office is nevertheless at present of the most imperfect kind.

Early age of first admission.

They generally receive their original appointments to the Establishment before their education is finished or their characters are developed; and the early age at which they become their own masters, the dry and distasteful nature of the duties assigned to them, and the various attractions of a London life, are very unfavourable to the formation of those habits which make good public servants.

Absence of preliminary examination.

As there is no examination previously to admission, there is no security that the persons admitted possess the talents and attainments which will render their services valuable on promotion to higher stations in the Office. The year's probation, although it answers useful purposes of its own, cannot supply the place of a preliminary examination, partly because the duties which are at present allotted to young men on first entering the Office are not such as furnish any test of fitness for the higher situations, and partly because a faithful report upon the conduct and qualifications of the probationer cannot easily be obtained after habits of personal intercourse have once been established.

Unimproving nature of the duties upon

The training which the present constitution of the body of the Establishment affords is by no means calculated to

BIBL. LONDIN. UNIV.

Report.

which the younger Clerks are ordinarily employed.

develope the talents required for the successful transaction of the serious business of the Office. While the functions of the Colonial Office are remarkable for their variety, importance and difficulty, and experience and ability of a high order are necessary for their proper performance, the official education partakes in a great degree of a mechanical character. Although there is a separate department of the Office in which persons on the footing of Law Stationers' Clerks are employed, under the superintendence of a Clerk, in copying official papers, the greater part of the work of this description is still done by the gentlemen on the Establishment, who are also charged with the duty of making up, directing, and sealing the despatches, and of keeping, arranging, and producing, as occasion requires, the current papers of the Office. The first years of official employment are those in which the knowledge, the self-confidence, and the aptitude for business required for the proper discharge of difficult and responsible duties should be obtained; and it is much to be regretted that persons likely to succeed to important situations in the public service should have occupations assigned to them at this critical period of life which are unimproving and unsuited to their education and prospects, and as such likely to give them a distaste for their profession. If, after ten or fifteen years spent in incessant copying and other routine work, the spirit, the mental activity, and the wide extent of acquired knowledge necessary for vigorous intellectual exertion in the transaction of business like that of the Colonial Office, are wanting, it is the fault of the system, and not of the individuals who have been placed in circumstances so unfavourable to them.

Absence of the usual motives for professional exertion.

The honours and rewards of the Establishment are removed by so many gradations from a young man on his first admission, and he has to pass so long a period of obscure labour before he can hope that his exertions will attract the notice of the Secretary of State, that the prizes of the Office have practically little influence on him. There must be something very defective in a system which does not hold out the usual motives to professional exertion, and fails to secure for the public service the zeal and activity of early manhood, because it does not offer any scope for a just and reasonable ambition.

Difficulty of establishing the principle of promotion ac-

According to the *theory* of the office, a Clerk can reach the first class only after he has been promoted three times on the ground of superior merit, the claims arising from

length of service being provided for by the annual increase of salary within each class; but, practically, it has been found very difficult to enforce the principle of promotion according to merit, even in filling up vacancies in the senior class; while as regards the other classes of the office, the *habit* has been to promote everybody in his turn, without regard to comparative merit or qualification. In making this statement we must be understood only as describing what has been the general practice of the Office on a review of a series of years, for we are aware that there have been exceptions. When considerable changes took place in the Office while Lord Ripon was Secretary of State, the rule of seniority was altogether departed from; and when vacancies have occurred since Lord Grey has been Secretary of State, his Lordship has in each case called upon the permanent Under Secretary of State to report what member of the class below that in which the vacancy had occurred, he considered the fittest to succeed to it, distinctly stating that, except in cases of equality of merit, seniority was not the principle on which it was right that the selection should be made. We believe that it will be impossible to overcome this tendency, and to give to official promotion the stimulating influence it ought to have, while the Office is constituted as it is at present. In the minutes of evidence taken before the recent Select Committee on Miscellaneous Expenditure, the following question and answer appear in reference to the Colonial Office.

cording to merit while the Office is constituted as at present.

" 2298. When a gentleman in the office has risen to " the highest scale of remunerations, is it entirely in the " discretion of the Secretary of State to select whom he " pleases for the Senior Clerks?—It is undoubtedly in " the power of the Secretary of State to do so; but it is " a limited power, because parties feel a reasonable ex- " pectation, supposing them to have done their duty, " that they would hardly be interfered with by the " Secretary of State."

The fact is, that the duties in the lower classes of the Office are to so great a degree of a manual and routine character, that they do not furnish a suitable test of fitness for the more difficult and responsible functions of Senior Clerk; and when a person has done well what was given to him to do, it seems unreasonable to withhold his promotion on the ground of supposed unfitness for higher functions in which he has never been tried. The principle

Report.

of promotion according to merit, is also not likely to be consistently acted upon, while the Secretary of State is not personally acquainted with the manner in which the respective candidates discharge the duties intrusted to them, which it is impossible he can be according to the present system of the Office; and, lastly, as the scale of salary at admission is fixed below what is sufficient for the respectable maintenance of a family in the rank of life to which the Clerks belong, on the ground that by ordinary attention to ordinary duties promotion can be secured to a higher class, the principle of preferring superior merit cannot at present be strictly applied to the junior classes of Clerks in the Colonial Office.

Change of system called for, on the principle of distinguishing between intellectual and manual labour.

The considerations above adverted to appear to us to call for a decided change of system, based upon the principle of establishing, by degrees, a clear distinction between those kinds of labour which call for the exercise of the higher intellectual faculties, and those in which good penmanship, and common attention to exactness and regularity, are all that is required; and of applying to each of these descriptions of agency the motives and facilities appropriate to it.

Practical measures recommended.

The measures we would recommend for this purpose are as follow:—

1. To retain the situations of permanent Under Secretary, Assistant Under Secretary, and Précis Writer, and as many of the Senior Clerkships as experience may prove to be necessary:
2. To establish as a permanent prospective arrangement a single class of Clerks below the rank of Senior, which class should be entirely employed in assisting the superior officers of the Department in the execution of duties of an intellectual kind, should consist only of as many persons as may be found by experience to be required for this purpose, and should be remunerated by salaries commencing at 150*l.* a year, and increasing at 20*l.* a year to 400*l.*:
3. To make the first admission into this class of Clerks conditional upon the candidate being not less than 20 and not more than 25 years of age, and upon its being shown, by the result of a suitable examination, that he is highly educated, and of unequivocal ability; and also to subject him to a year's probation after his admission, as a further test of his power of application and aptitude for business

4. To lay it down as a rule never to be departed from, that promotion from this class to the higher situations in the Office is in every case to be conferred upon the person best qualified to succeed, seniority affording a ground for preference only in cases of equal merit: And
5. To employ under the Superintendent of Copyists, as many persons, to be paid at the existing rates, as may be required to do the whole of the copying and other merely manual work of the Department.

Course suggested consistent with the recommendation of the Select Committee in regard to making appointments to the newly-created offices.

If this plan were strictly carried out, we think it would ultimately have the effect of raising up a class of public servants who, besides that ample departmental experience which is the peculiar qualification of the Senior Clerks, would often possess general attainments rendering them eligible for the situations of Précis Writer and Assistant Under Secretary of State; and the course recommended by us therefore harmonises with the view taken by the late Select Committee on Miscellaneous Expenditure in their report upon the Colonial Office, that "these offices "ought to offer premiums for ability and good service to "the department, without confining the Secretary of State "necessarily to the selection from that body."

Mode of carrying the proposed plan into effect.

If it shall be determined to adopt the plan we have recommended, it should be gradually carried into effect as circumstances permit. All the Clerks belonging to the second, third, and fourth classes of the establishment should, in fulfilment of the expectations under which they entered the office, continue to be eligible for promotion to the classes above them, and the appointment of Clerks of the second class *on the new footing* should not commence until at least the whole of the present fourth class has become absorbed, and vacancies have begun to occur in the third class. We are, however, of opinion, that the *spirit* of our recommendations might be at once acted upon, even as regards the persons now on the Establishment, by arranging that those among the junior members of the Establishment who have shown more than usual diligence and capacity should be employed, as far as possible, on work which will enlarge their knowledge of and improve their aptitude for business, and by making the promotion from class to class depend upon superior merit and qualification in a much greater degree than heretofore. As vacancies occur on the Establishment, such number of additional copyists should be appointed as may

Report.

be required to do the whole of that description of work.

Concurrence of opinion in regard to the defects of the present system, and the general nature of the measures required to remedy them.

In the view which we have taken of the defects of the existing system of the Colonial Office, and of the general nature of the measures required to remedy them, we have the entire concurrence of Sir James Stephen, and, we believe, of all the officers now belonging to the Department who are most competent to form an opinion. The plan proposed by us is also in accordance with the principle upon which the Treasury Establishment has recently been reformed, nearly similar circumstances in that Office having led to similar results.

Experience of the India House.

But the most striking confirmation of the soundness of the view which we have taken is to be found in the experience of the India House, the business of which is of the same general character, both as regards its importance and difficulty, as that transacted at the Colonial Office. Previously to the year 1831 there was only one establishment of Clerks at the India House, rising by successive gradations from a very low to a liberal salary, and employed both in copying and other routine work, and in duties of a much higher kind; but in the above-mentioned year a change was made, the nature of which will be best understood by a perusal of the following extract from the regulations of the India House:—

"That every established Clerk appointed be allowed "on his admission a salary of 80*l.* for the first year, and "that an increase of 16*l.* be annually made until he shall "have completed his twentieth year of service, and at- "tained the maximum of 400*l.* per annum, when all increase "under the regulations will cease:

"That as there are duties in all the offices the respon- "sibility and importance of which will require the allow- "ance of higher salaries to the Clerks performing them "than will be attainable by the preceding scale, fixed "salaries be established for a certain number of superior "stations, to be drawn by the parties filling such stations, "without reference to length of service:

"That promotion to the stations with fixed salaries be "in every case conferred upon the party best qualified to "succeed, seniority affording a ground of preference only "in cases of equal merit."

It is also the practice at the India House to have the copying and other merely routine work done by persons paid by fixed rates, acting under proper superintendence.

Report.

This system is represented by the Secretary, Mr. Melvill, who has kindly furnished us with detailed information on the subject, to have answered its purpose extremely well.

We have suggested that the salaries of the new second or probationary class of Clerks at the Colonial Office should rise from 150*l.* to 400*l.*, instead of from 80*l.* to 400*l.*, which is the scale in force at the India House, because we are of opinion that the duties at the Colonial Office require qualifications of a higher kind than the greater part even of those at the India House, and that it would therefore be advisable to give a rate of salary immediately upon admission which would afford a respectable maintenance for a young man who has been educated at one of the Universities.

The fifth Senior Clerkship unnecessary.

It is our duty to state, that while the Colonial Office is divided into four departments for the transaction of business, there are five Senior Clerks; and as it is not necessary, according to any arrangement of the business, that there should be more than one Senior Clerk in each department, we recommend that the number should be reduced to four on the first convenient opportunity.

The duties of the Chief Clerk.

The Chief Clerk pays the contingent expenses of the Office, collects the fees, superintends the preparation of the civil and military commissions, and conducts the military correspondence, and that relating to the Order of the Bath.

His responsibility is confined to his own Department, and he does not interfere either with the business or the discipline of the other divisions of the Office. He is assisted by a Junior Clerk.

Cash business.

The payment of the salaries of the Establishment has recently been transferred from the Chief Clerk to the Paymaster-General. The fees on military commissions have been abolished, and the abolition of the fees on all civil appointments is under consideration*. At the Treasury the Office-keeper is charged with the payment of the contingent expenses; and we are of opinion that this duty at the Colonial Office may be discharged by any trustworthy person on the Establishment, provided his accounts are regularly examined and certified, previously to payment, by the Chief Clerk.

There are charges on the contingent fund of the Colonial Office which ought to be transferred to the de

* See Note at page 22.

Report.

tailed estimate, and there is another which properly belongs to the Stationery Office estimate, but we propose that the necessary arrangements on this subject should be made by personal communication with the Treasury.

Military commissions.

The military commissions of the officers serving abroad are prepared by filling up blanks in printed forms with the names and dates contained in lists furnished by the War Office, a process which obviously does not require the agency of an officer holding the rank and receiving the salary of a Chief Clerk.

Civil commissions.

The civil commissions are also prepared according to established forms; but as alterations are occasionally made to adapt them to the changes of the law and institutions of the different colonies, they require more attention than the military commissions. The instructions which accompany the commissions and the charters of Government, which usage or Acts of Parliament often make it necessary to add to these, are even more important instruments than the commissions, and they require for their satisfactory preparation much thought, and an intimate acquaintance with the peculiarities and requirements of particular colonies. We fully admit the advantage derived from the experience and skill of the present Chief Clerk, and it is undoubtedly of the greatest moment to prevent incongruities between these fundamental acts of the different colonial governments; but it is a question requiring very serious consideration, and upon which we do not feel ourselves competent to give an opinion, whether, on a view of all the circumstances, it will be expedient, as a *permanent* arrangement, to keep the preparation of all these documents collected in the hands of one person, and that that person should necessarily be the Chief Clerk.

Military correspondence.

There is no necessary connexion between the military correspondence and the office of Chief Clerk. The duty of conducting that correspondence, under the superintendence of the Secretary of State, was intrusted to the present Chief Clerk when he was in charge of the Mediterranean Department of the Office as Senior Clerk, because he happened to be the only remaining member of the Establishment who had assisted in the transaction of the military business of the Office during the last war; and the duty may be hereafter transferred to any person in any part of the Office who may be considered best qualified for it. The whole correspondence on this subject is of moderate extent, and, although some portions of it are of great

delicacy and importance, the greater part is merely of a formal kind. The business connected with the Order of the Bath is still more limited, and may be transacted, under the orders of the Secretary of State, by any member of the Establishment who may be appointed for the purpose.

Nature of the prizes to be held out as rewards for official exertion.

The retention of the Chief Clerkship at the Colonial Office has been advocated on the ground that, as a situation of honour, emolument, and "comparative repose," (see the letters from the Colonial Office to the Treasury, dated 30th August 1838 and 16th January 1840,) it forms a suitable reward for those who have done well in other situations in the office. We readily admit that the public interest indispensably requires that the members of this important Establishment should be encouraged by the prospect of participating in the honours and rewards which are due to laborious and successful exertion; but we are of opinion that this object may be satisfactorily attained by promoting the most deserving persons to *effective* offices, and that it is neither necessary, nor would it be really conducive to the end in view, to retain expressly for this purpose situations for which there is no sufficient justification in the duties which have to be performed.

General considerations by which the number of the superior class of officers should be regulated.

The number of the most highly paid class of officers on a public establishment ought to be regulated from time to time with a strict reference to the extent of that portion of the business, including the superintendence of the subordinate officers, which requires for its proper transaction qualifications of a superior kind; and an office ought not to be broken up into a greater number of separate departments than is absolutely necessary for the convenient despatch of business, because such division is adverse to unity of action, produces a constant tendency to an unequal distribution of the work, and makes it difficult to give the younger men a general acquaintance with the duties of the Office, without which they cannot become properly qualified for the higher situations in it.

Chief Clerkship and Senior Clerkships of the Colonial Office.

The business of the Colonial Office is at present apportioned into five divisions, including that under the charge of the Chief Clerk. As vacancies occur, it may possibly be found expedient to reduce the number of separate divisions to four; but we are of opinion that in that case one of the four officers in charge of divisions should have the additional emolument which the present Chief Clerk has, and should perform the duties connected

Report.

with the domestic arrangements and contingent expenditure of the Office (slight, but by no means unimportant,) which are now performed by the Chief Clerk. We are also of opinion that the office and salary of Chief Clerk should be attained by selection rather than by succession, and that they should be conferred as a reward upon the Senior Clerk who has performed the most eminent services, and has acquired the highest qualifications for further usefulness.

Duty of examining and reporting upon Colonial Acts.

The duty of examining and reporting upon the Acts of the Colonial Legislatures, after having been executed by Sir James Stephen for many years, in conjunction with the ordinary duties of the office of permanent Under Secretary, was entrusted in 1846 to Mr. Rogers, on his appointment to the joint office of Assistant Under Secretary at the Colonial Office and member of the Board of Colonial Land and Emigration. In the following year Mr. Rogers was confined to the single office of Colonial Land and Emigration Commissioner, and the duty of reporting on the Colonial Laws was at the same time transferred to that board. We consider it objectionable, on general grounds, that any branch of the business of the Colonial Office should be transacted out of the Office, and that such dissimilar functions as superintending the emigration from this country and reporting on Colonial Laws should be entrusted to the same board; and we suggest that the first convenient opportunity should be taken of re-transferring the last-mentioned duty to the Colonial Office, and of making such reductions in the Emigration Office as may be compatible with the due execution of the remaining business. It must at the same time be considered whether the re-transfer of this duty to the Colonial Office will require that a corresponding addition should be made to the establishment of that office.

Record Department of the Office.

The care and arrangement of the papers, which at the Treasury, Admiralty, War Office, and other public offices is conducted, from first to last, by a single branch of the Establishment, is divided at the Colonial Office among three. The papers of the current and of one or two preceding years are under the charge of the Junior Clerks of the four divisions of the Office, who are responsible for their production at any time they may be required. The current papers were likewise registered by the Junior Clerks of the several divisions until the early part of last year, when a Registrar was appointed, by

whom all the letters and despatches are now registered immediately on their arrival, before they are delivered to the respective divisions. Lastly, when the papers are no longer required for frequent reference in the divisions, they are handed over to the Librarian, by whom they are bound up and indexed. The establishment employed in the several operations above described is as follows:—

Librarian - -	£900 (including 100*l.* paid from contingent fund);
Assistant Librarian -	400;
Indexer - -	100 (paid from contingent fund);
Registrar - -	300;
Assistant Registrar -	150 (paid from contingent fund);

and, supposing the Junior Clerks to be employed on this duty one fifth of the time they are in attendance at the Office, a further sum of 400*l.* must be added, which makes the whole expense of the Record Department of the Office about 2,250*l.*

The Librarian, Assistant Librarian, and Registrar are out of the regular line of promotion in the Office, and they are not entitled to any periodical increase on the abovementioned salaries. The situations of the Indexer and of the Assistant Registrar are at present of a temporary character.

Proposed gradual consolidation of the Record Department.

An efficient registration of the current papers having now been established, a foundation has been laid of an uniform system of management of the Records of the Colonial Office through the agency of a single establishment; and as each addition is made to the registered papers of past years, this object will be nearer to attainment. The actual custody and arrangement of the papers is so closely connected with the keeping of the register, which is the key to them, that these two duties ought obviously to be united under the same management; and we recommend that, as soon as the requisite accommodation can be provided, the papers which are now under the charge of the Junior Clerks of the several divisions should be transferred to the care of the Registrar. The methodical arrangement of papers is a peculiar occupation, requiring that persons should be selected for it possessed of particular qualifications, and that they should be employed upon it for many years together; and the change suggested by us, while, on the one hand, it will

Report.

facilitate the transaction of business throughout the Office, will, on the other, relieve the Junior Clerks from an unsuitable and unimproving occupation, and leave them more time for that description of employment which will qualify them for the higher situations of the Department. The final consolidation of the record branch of the Office should, we think, take place on the retirement of the present Librarian; and that will also be the proper time for considering whether the plan of binding up all the papers in books might not with advantage be considerably modified. This plan may have been the best at the period when it was adopted, but it may be doubted whether it is equally applicable to the present state of the business. We are of opinion that a salary rising from 400*l.* to 600*l.* a year will be a sufficient remuneration for the person who will be appointed to the charge of the united Record Department of the Office on the retirement of the Librarian.

Insufficient accommodation at the Colonial Office.

We have been strongly impressed, in the course of our inquiry, with the insufficient nature of the official accommodation at the Colonial Office; and we entirely concur in opinion with the Select Committee of the House of Commons, which inquired into the subject, in 1839, that the erection of a suitable building for this Department would be productive of much public benefit, by the effect it would have in facilitating the transaction of the business. The buildings occupied by the Foreign Office and the Colonial Office, consisting originally of eight private houses, are still in the same state as when they were inspected by the Committee in 1839; that is, "inadequate "to the present extent of public business, in parts unsafe, "and generally in such a state of dilapidation as to "render it inexpedient to expend any large sum on their "substantial repair." The means of arranging and preserving the records of the Colonial Office are especially deficient; and while much of the accommodation for the clerks is most inconvenient and unsuitable, the copyists and their Superintendent carry on their occupation in cellars the dampness, closeness, and darkness of which must be very injurious to their health. We earnestly recommend that suitable accommodation should be provided for this office at the earliest period which may be consistent with a proper regard to financial considerations; and it is an additional reason for doing without delay what must of necessity be done before long, that the building requires incessant attention and no slight expense to keep it secure.

Some years since workmen had to be employed night and day to prevent the room in the Foreign Office where the Cabinet Councils are held from falling. If the buildings were private property, any professional person would recommend them to be pulled down and rebuilt. *Report.*

It is proposed that a joint report should be made upon the subordinate establishments of Office-keepers, House-keepers, Messengers, &c. of the offices of the Secretaries of State, when the superior establishments shall have been reported upon; and we recommend that in the meantime any situations of the kind which may now be or may hereafter become vacant should not be filled up. Subordinate establishment.

W. Gibson Craig.
15th December 1849. C. E. Trevelyan.
Herman Merivale.

Copy of Treasury Minute on the preceding Report:— Dated *January* 18, 1850. *Treasury Minute*, 18 *Jan.* 1850.

Write to Mr. Merivale, that the inquiry which it was arranged by the letter from this Board, dated 21st November, and Mr. Merivale's reply dated 6th December, 1848, should be made into the Establishment and duties of the different persons in the Colonial Office, with the view of effecting any practicable economy, as well as of suggesting any improvements which might be made in the efficiency of that Department, having been brought to a conclusion, My Lords have directed that a copy of the report of the Committee should be transmitted for Earl Grey's information, and that Mr. Merivale should be requested to move his Lordship to take the necessary steps for giving effect to the recommendations contained in it, if he shall approve of them, by an Order in Council.

Mr. Merivale to Sir C. Trevelyan:—*April* 25, 1850. *Letter from Colonial Office*, 25 *April* 1850.

I am directed by Earl Grey to acknowledge your letter of the 18th January, enclosing the report of the Committee appointed to inquire into the establishment and duties of this Department, and to request that you will communicate to the Lords Commissioners of the Treasury the following observations upon it:—

2. The separation (as far as this is practicable) of what may be termed the mechanical business of the Office from that of a higher description and requiring superior qualifi-

Letter from Colonial Office.

cations, appears to be the leading feature of the suggestions of the Committee; and his Lordship is fully prepared to agree in it. He approves, therefore, of the proposal to increase the work to be done by Copyists, and to establish, as a permanent arrangement, two classes of Clerks only,—a Senior and a Junior. The amount, however, of reduction on the existing number of Clerks which the completion of this plan would effect, the Committee have not (as his Lordship understands them) professed absolutely to determine; and this is a point of detail the decision of which will unquestionably require further consideration and experience. Without expressing any positive opinion on this point, his Lordship thinks that, at all events, a reduction equal to the existing number of Clerks of the fourth class may properly be made as opportunities serve.

3. Lord Grey approves also of the prospective regulations which are recommended as to the examination of candidates for Clerkships, the age at which they are to be admitted, and their rate of remuneration.

4. His Lordship also agrees with the Committee that there is at present an excess of one in the number of Senior Clerks; but he is of opinion that this number should be maintained at a sufficient amount to supply a chief to each of the departments into which the business of the Office is at present divided, that is, that there should be five Senior Clerks, including the Chief Clerk.

5. With respect to the latter functionary, his Lordship is of opinion that the existing arrangement as to the business to be allotted to him is a convenient one, and ought not to be disturbed.

6. Lord Grey cannot but entirely dissent from the recommendation of the Committee, to alter the existing arrangement as to reporting on Colonial Acts. He conceives it to be absolutely necessary that one member at least of the Board of Land and Emigration should be a lawyer, on account of the many questions relating to agreements and claims to public land which are habitually referred to them, in addition to those which arise as to the enforcement of the Passengers Act. He thinks it also highly desirable that the Board should consist of three persons, from the inconvenience which formerly arose in cases of difference of opinion when there were only two members of it. But so long as there are three Commissioners, two of whom are lawyers, the latter gentlemen can conveniently report upon Colonial Acts, in addition to

performing the more peculiar duties of their own office. It is an additional recommendation of the existing arrangement, that it enables both the legal members of the Board to obtain alternately the necessary period of absence for relaxation, without stopping the business either of the Board, or of reporting on Colonial Laws. If there were two Commissioners only, the occasional absence of the legal adviser of the Office, whose duty it is to report on Colonial Acts, would be attended with extreme inconvenience. *Letter from Colonial Office.*

7. Lord Grey at the same time fully recognizes the force of the observations of the Committee on the inconveniences inseparable from the present arrangement, although, upon the whole, he considers its retention advisable. He is aware that the gentlemen who report upon Colonial Laws are placed at a great disadvantage by their absence from the Colonial Office, where not only the correspondence and minutes bearing on the subjects of their inquiry are preserved, but also the only collections of the Colonial Laws themselves, which these gentlemen have now to leave their own Office for the purpose of consulting. He is aware, also, that it would be of great service, both to the Commissioners of Land and Emigration and to this department, if the intercourse between them were constant and easy. But the real remedy for these deficiencies, as it appears to his Lordship, will be found in placing the two Offices under the same roof, or in close neighbourhood. Whenever any arrangement for effecting this purpose can be carried into execution, great facilities will be given for the division of labour between the two establishments, and the same measure will also provide against the inconvenience which is now felt at the Colonial Office, in the occasional absences of its present legal adviser.

8. With regard to the observations of the report upon the Record Department of the Office, Lord Grey agrees in so much of them as respects the proposed consolidation of that department. He thinks that whenever the office of Librarian should fall vacant, the library and registry should, if possible, be placed under one person, with adequate assistance.

9. But he does not think that the proposed reduction in the expense of this branch of the Office can be effected with advantage to the public service. The Committee have not noticed one very important and increasing part

Letter from Colonial Office.

of its business,—the preparation of papers for Parliament.

This is a duty which requires great exactness, and a great deal of time for its execution. It is, moreover, one of a very confidential kind, since it is inevitable that the person charged with this office should be intrusted with the duty of taking care (in the first instance) that the selection is properly made; that no papers are omitted which ought to be included; and that the attention of the Secretary of State is drawn to any portions of the correspondence, or particular passages contained in it, the publication of which would be injurious to the public service.

10. Considering, therefore, the amount, both of labour and responsibility, which belongs to the Record Department, Lord Grey does not think that the whole amount allowed for it ought to be reduced. The distribution of that amount among the different persons employed would, of course, be subject to variation; but these details will be better judged of when the proposed consolidation can be made, which is scarcely practicable while the office occupies its present premises.

11. Subject to the corrections which these observations would render necessary, Lord Grey concurs with their Lordships that the report should be embodied in an Order in Council, and is ready to take the necessary steps accordingly.

Treasury Minute, 3 May 1850.

Treasury Minute on the preceding:—*May* 3, 1850.

My Lords have before them a letter from Mr. Merivale, dated the 25th ultimo, conveying the observations of Earl Grey on the Report of the Committee appointed to inquire into the establishment and duties of the Colonial Department.

Write to Mr. Merivale, that, as the report of the Committee has been approved of by Earl Grey as regards all its more important recommendations, my Lords concur with his Lordship in opinion that it may with advantage be embodied in an Order in Council, subject to the modifications suggested by him.

The Committee have, as observed by Lord Grey, not attempted to fix the precise number of clerks and copyists who will be required under the new arrangement of the Establishment, that being a point which must be deter-

mined by the Secretary of State on actual experience of the quantity of work, and of the increased facilities for performing it, arising from the proposed division of labour as the new arrangement gradually comes into operation; but it should always be borne in mind, that it is very important, not only on economical, but also on general grounds affecting the character and efficiency of the Office, that the establishment should not be larger than is required for the proper execution of the work. *Treasury Minute.*

My Lords concur in opinion with Earl Grey, that whenever the office of Librarian shall become vacant, the library and registry should, as recommended by the Committee, be placed under one person with adequate assistance.

CHIEF SECRETARY'S OFFICE, DUBLIN.

IRISH OFFICE, LONDON.

PRIVY COUNCIL OFFICE, DUBLIN.

FINES AND PENALTIES, AUDIT OFFICE, DUBLIN.

Report.

THE COMMISSIONERS for inquiring how far the establishment of the CHIEF SECRETARY'S OFFICE, IRELAND, by re-organization and re-arrangement, may be placed on a more efficient footing without any addition, and who were empowered to make inquiry into any other public department in Ireland, have, pursuant to a Minute of the Lords of the Treasury, dated 6th September 1852, upon a memorial from the Clerks in that Office, inquired into the same accordingly, and have agreed to the following REPORT:—

IN the discharge of the duty assigned to the Commissioners, they have been guided by the principle which has been so often enforced by Committees of the House of Commons, that the people have a right to have their service performed at the smallest possible expense consistent with its efficient performance, and that departments of Government should be watched with the same regard to efficiency and economy in general which an individual would apply to the management of his own affairs.

Upon the meeting of the Commissioners of Inquiry at Dublin Castle, Lord Naas, the Chief Secretary to the Lord Lieutenant, directed every assistance and information to be afforded them.

Before proceeding to report upon the state of the Department, it is necessary to explain briefly the duties required to be performed by the Office Establishment.

The Lord Lieutenant is placed in supreme authority, to attend to the impartial administration of justice; having power to pardon criminals or to commute their sentences.

Report.

The police is subject to his entire control. He is also intrusted with the disposal of some Church preferment and patronage.

Duties of Chief Secretary's Office.

The duties of the Chief Secretary's Office are to see that the commands of the Lord Lieutenant of Ireland, in keeping the peace, the laws, and the customs of Ireland, are fulfilled. On matters of revenue, correspondence is carried on with the Treasury, but on other subjects with the Secretary of State for the Home Department. The Chief Secretary also acts as Keeper of the Privy Seal of Ireland, but the fees received on account of the duties attached to that office are paid into the Exchequer.

Expense of the Office.

The total sum estimated and voted for the current year, 1852-3, to pay the salaries and expenses of the offices of the Chief Secretary in Dublin and in London, less postage, amounted to 18,888*l.*

Salary and emoluments of Chief Secretary.

From the year 1785 the salary of the Chief Secretary was 4,153*l.* per annum, exclusive of certain fees, amounting on an average to 1,500*l.* a year, making together about 5,600*l.*

In the year 1831 the salary was raised to 5,500*l.*, by a minute of the Lords of the Treasury, dated 15th April 1831, founded upon the recommendation of a Select Committee of the House of Commons, in consequence of the abolition of all fees and emoluments. The Committee, in recommending that fixed salary, stated that the Chief Secretary was exposed to much unavoidable expense by residing partly in London and partly in Dublin, and also for removing himself and his establishment between the two places.

In the evidence before that Committee, Lord Stanley (now Earl Derby), who was then Chief Secretary, stated that "he had an official residence in the Phœnix Park, "and also rooms in the Castle at Dublin." That "he "considered it absolutely necessary that he should have "a house, as the duties of Chief Secretary comprised that "of receiving to a great amount and of entertaining the "best society of Dublin."

The rooms in the Castle have been taken from the Chief Secretary, the space being required for public offices.

The Select Committee of 1850 on official salaries proposed that the salary of the Chief Secretary should be reduced to 3,000*l.*, on change of appointment. The Treasury minute thereon, dated 20th May 1851, which was laid before Parliament, continued the salary at 5,500*l.*

a year; but upon the appointment of the present Chief Secretary, Lord Naas, the Government reduced the salary of the office to 4,000*l.* a year. *Report.*

The salary of the Under Secretary was fixed in the year 1831 at the sum of 1,789*l.* a year, but it was increased to 1,900*l.* a year, on the 1st April 1852, in lieu of certain fees, which about made up the difference in amount. There is a residence in the Phœnix Park, and rooms in the Castle are also allowed for the use of the Under Secretary. Salary and emoluments of the Under Secretary,

The Commissioners now proceed to report upon the permanent establishment of the Office.

In the year 1831 the then Chief Secretary, Lord Stanley, proposed to the Treasury a considerable alteration in the establishment of the Office, whereby the business might be more effectually performed, and an ultimate saving of expense effected; and the Lords of the Treasury, on the 17th November 1831, approved of the proposed establishment, consisting of Establishment of officers, Clerks, &c.

1 Chief Clerk	- -	£800 a year,
3 Senior Clerks, each	- -	500 ,,
1 Registrar and Librarian	-	250 ,,

and 14 other Clerks at salaries varying from 100*l.* to 350*l.* a year, making a total of 19 Clerks at an annual cost of 5,300*l.*

Since that time various alterations have been made in the Establishment, and it now consists of—

1 Assistant Under Secretary	-	£1,000 a year,
2 Senior Clerks, at	- -	500 each,
1 Registrar at	- -	300 a year,

and 14 other Clerks at salaries varying from 110*l.* to 450*l.* a year, one of whom receives an additional allowance of 30*l.* a year for preparing abstracts of municipal accounts; another, 120*l.* a year as Librarian and Private Secretary to the Under Secretary; and a third, 45*l.* a year for preparation of criminal tables; making together 195*l.* a year.

The total number of Clerks, including the Assistant Under Secretary, is at present eighteen, and the annual cost 5,841*l.*

The memorial of the Clerks in the Chief Secretary's Office, adverted to, which has been referred to the Commission of Inquiry, and of which a copy will be found in the Appendix, after remarking on certain injuries which the memorialists state had been inflicted upon them, concludes by praying that a classified scale of emoluments, more liberal in amount, and progressively increasing by length Memorial of Clerks for increased scale of salary. A.

Report.

of service in each class, may be substituted for their present scale of low fixed salaries.

In order fully to explain the nature of the injury complained of, it will be necessary that the Commissioners should describe, from the examination they have made, the present arrangement of the Chief Secretary's Office, as well as the separate duties and responsibilities of the several officers employed therein.

Arrangement of the Chief Secretary's Office.

The Chief Secretary, who is absent a great portion of the year attending his parliamentary duties in London, is too much occupied during the remaining portion of the year with parliamentary and other business, unconnected with the ordinary routine, to interfere much with the discipline and management of the Office.

Under Secretary.

The Under Secretary (in communication with the Chief Secretary when present) is therefore practically the working head of the Office.

Being the medium of communication between the Lord Lieutenant and all other parties, he is obliged to attend on his Excellency daily, and this during a great part of the year, at the distance of three miles from the Office. He is consequently absent during the earlier portion of the office hours. Of the remainder of the day, a large portion is occupied by daily interviews with the Inspector-General of Constabulary, by his duties as a Poor-law Commissioner, and by giving audience (especially during the absence of the Chief Secretary) to various persons.

To relieve him, therefore, from the consideration of matters of detail (when the course to be pursued has been decided on), it has always been considered indispensable that he should be assisted by a permanent officer, *thoroughly acquainted with the whole of the detailed arrangements of the office business*, responsible for the attendance and discipline of the department, and authorized to dispose of all matters which do not really require the direction of the Under Secretary.

Chief Clerk.

The Chief Clerk, at a salary of 800*l.* a year, proposed by Lord Stanley, and approved by the Lords of the Treasury, in 1831, as before adverted to, was the officer intended to fill that post and perform those duties, and such appears to have been the understanding in the office so long as there was a Chief Clerk. In 1845, however, upon the appointment of Mr. M'Kenna, the title of Chief Clerk was altered to that of "Assistant Under Secretary," and the salary was increased to 1,000*l.* a year; but he was

" to perform the duties of Chief Clerk," as appears by the minute of his appointment, a copy of which is annexed.

The Commissioners of Inquiry are anxious to draw especial attention to this circumstance, as the complete efficiency of the department must depend most materially upon the close and unceasing attention of that officer, raised as he is to a high position, and receiving accordingly a large salary.

It appears, however, upon inquiry, that the Assistant Under Secretary does not perform those important duties, nor does he take the active part in the business and discipline of the office which was evidently contemplated by the minute of his appointment.

At present there is scarcely any portion of the business disposed of by the Under Secretary which passes at all under the review of the Assistant Under Secretary; and it is evident to the Commissioners, that under present circumstances most important directions may be and are given of which the latter officer is perfectly ignorant.

It appears that up to the year 1835 succession to the First Clerkship was considered to be guaranteed to the Clerks in the Office, and the principle of increase of salary for length of service was assumed not to have been extended to them for that reason. In that year, however, upon the death of the Chief Clerk (Mr. Taylor), a gentleman previously unconnected with the department was appointed to that Office, it being stated at the time that such appointment was made " solely on grounds of public " policy," and not in " disparagement of the persons who " claimed that office under the arrangement of 1831."

The Commissioners of Inquiry have no evidence before them relative to the qualifications of the Clerks in the Office who may very properly have aspired to the high and important office of Chief Clerk in the years 1835, 1839, 1843, and 1845, when vacancies in that office occurred; but Lord Morpeth (now Earl of Carlisle), who was then Chief Secretary, in his recorded letter dated 21st October 1839, which has been laid before the Commissioners, stated that " his choice had been dictated by general and " independent considerations of what was most for the ad- " vantage of the public service."

The Commissioners are aware of the possibility of an occasion again arising for departing from that rule, for the reason stated; but they strongly recommend that in future the selection for that office should be made from amongst

Report.

the Clerks of the department, provided one can be found duly qualified for that important position. We consider this to be of essential importance to the future well-being of the Office.

In proposing to revert to the arrangements made by Lord Stanley in 1831, with respect to the Chief Clerkship, the Commissioners are not prepared to recommend that the salary of the present occupant of that office, under the title of Assistant Under Secretary, and who has held that office for seven years should be reduced, nor the title of his office altered; but upon any future appointment it is recommended that the title should revert to that of "Chief Clerk," with a salary commencing at 700*l.* a year, increasing at the annual rate of 25*l* to 850*l.*, which should be the maximum.

Salary and duties of Chief Clerk.

The duties recommended to be performed by the Chief Clerk are given in the Appendix, and the Commissioners are of opinion that no time should be lost in requiring the present holder of that Office to conform strictly to those regulations.

C.

In 1835, when Mr. Taylor was Chief Clerk, he was also Deputy Keeper of the Privy Seal, an office now held by Mr. Bessonet, one of the Senior Clerks who has been upwards of 50 years in the public service. Upon Mr. Bessonet's retirement (which, considering his age and long service it is recommended should now take place), the Commissioners recommend that the duties connected with the Privy Seal, which have become very light, should again be performed by the Chief Clerk, and that the extra allowance of 100*l.* a year, now paid for those duties, should cease.

Duties connected with Privy Seal.

Having disposed of the first portion of the memorial in a manner which, if acted upon, the Commissioners are of opinion will supply the want felt of some means of securing the "vigorous *combined* action of the whole machinery" of the department, they now proceed to consider the second part of the memorial, having reference to a classified scale of emolument, more liberal in amount, and progressively increasing by length of service in each class.

Annual increase of salaries recommended.

Of late years it has become an admitted rule of the public service that the Clerks in public offices should be remunerated by a salary increasing annually, which increase should be the reward of length of service, and the promotion from class to class should be the reward of recognized merit.

Report.

This regulation appears to the Commissioners so proper that they do not hesitate to recommend its adoption in the Chief Secretary's Office.

They feel, however, some difficulty in suggesting a scale of remuneration, and regret that some general classification of public offices has not been made, which in their opinion would lessen the references upon these matters to the Lords of the Treasury, and remove many difficulties that now present themselves.

New scheme of establishment.

The Commissioners, after giving this important part of their inquiry every consideration, are of opinion that the following scheme of establishment might be sanctioned with advantage to the public service, and they submit the same accordingly; viz.

1 *Chief Clerk*—
  Commencing at 700*l.* a year; increasing at the annual rate of 25*l.* to 850*l.*

2 *First-class Clerks*—
  Commencing at 500*l.* a year; increasing at the rate of 20*l.* a year to 650*l.*

4 *Second-class Clerks*—
  Commencing at 300*l.* a year; increasing at the rate of 15*l.* a year to 450*l.*

8 *Third-class Clerks*—
  Commencing at 90*l.* a year; increasing at the rate of 10*l.* a year to 280*l.*

15 Total.

Extra allowances to cease.

That all extra or special allowances shall cease, excepting an allowance of 100*l.* a year to the Clerk who may be appointed to act as Private Secretary to the Under Secretary.

That the Clerk who may be selected from the second class to act as Registrar shall also perform the duties of Librarian without any additional or extra remuneration, and that he be allowed one Clerk only to assist him. It is also desirable that the registry of papers should be carried on in the library, or in a room contiguous to it.

The system registering papers to be changed.

The system of registering papers is by no means perfect and the regulations appended to this Report contain suggestions for improving the same. The state of the registry department is altogether very unsatisfactory; and it is recommended that proper rooms in the Office be fitted up for the reception of the papers, where they should be

Report.

properly arranged and numbered, and that the papers prior to the year 1840 be handed over to the Record Department.

Criminal business to be under Chief Clerk.

The Clerk to be employed upon the criminal business of the Office under the Chief Clerk should also be selected from one of the classes in the Office. With regard to this particular branch of business, it was stated to the Commissioners that the criminal business of the department was of so much importance that it ought to be entrusted to a Clerk specially appointed for that duty, and that he ought not to be subject to the control of any higher Clerk. In the year 1851 there were not less than 2,092 petitions registered, which duty has hitherto been entrusted solely to a Junior Clerk in the Office.

The Commissioners fully admit the importance of that duty, and consider, for that reason, that it ought to be under the immediate superintendence of the Chief Clerk, who should also be required to place his initials upon every letter to be sent out of the Office, before it is submitted to the Chief or Under Secretary for signature.

The scale of salaries recommended, and the improved prospect of promotion to the higher classes, including the Chief Clerkship, will, in the opinion of the Commissioners, supply a sufficient stimulus to individual exertion.

Proper amount of work to be performed.

In proposing this improved establishment for the Chief Secretary's office, the Commissioners recommend that the whole of the Clerks should be required to perform a proper amount of work.

It was stated to the Commissioners that at times the amount of work to be done is very great, but in general there is by no means full occupation for the Clerks, and the attendance is in consequence very irregular. From an estimate the Commissioners have been able to make, they are of opinion that upon the *whole* establishment of the office 28 hours of occupation is daily lost to the public. This is more than equal to the employment of four Clerks daily.

Attendance book to be kept.

The Commissioners have also to observe, that no "attendance book" is kept in the Office, as required by Treasury minute dated 21st June 1831, a copy of which minute was laid before Parliament in that year. (Paper No. 190.)

It was stated, that at the time Sir William Gossett was Under Secretary a book was kept for that purpose, but there was no record to be found authorizing its discon-

tinuance. The Commissioners recommend its re-establishment without delay. *Report.*

For the purpose of enabling this scheme of salaries to be carried into effect, the Commissioners recommend that the number of Clerks, including the Assistant Under Secretary, now eighteen in number, should be reduced to fifteen. The Commissioners would have proposed a reduction to fourteen, but they have thought it desirable to allow one more Clerk, to meet any labour which may be thrown upon the Chief Secretary's Office consequent upon the changes recommended in this Report. Three Clerks to be reduced.

As three Clerks will consequently have to be reduced, the Commissioners recommend that the two Senior Assistant Clerks (Messrs. Handcock and Chamley), and (Mr. Robert Ball) the fourth Assistant Clerk, be placed upon the retired list, upon reduction of Office.

The reason for selecting these gentlemen for retirement upon reduction of office is, that the number (four) proposed for the second class makes it necessary to reduce the number in the present class of Assistants, to which class they belong; and in the case of Mr. Ball it appeared that his time was much taken up with his scientific and other engagements, from which he derives emoluments to the amount of 471*l.* per annum; and it being a rule of the public service that gentlemen in the permanent employment of Government shall not have any other occupation which may call off their attention from their official duties, the Commissioners recommend its application to the Chief Secretary's department. Clerks to be wholly employed upon public business.

The joint salaries held by these three gentlemen amount to 1,146*l.* a year, which will be a reduction of expense towards meeting the cost of the progressive increase of salaries adverted to.

The office hours are stated to be nominally from 11 to 5 o'clock daily, but in reality much less attendance is given; indeed it was stated that several of the Clerks experienced some difficulty in finding employment during the hours they attended at the Office. Office hours.

The Commissioners see no reason why these hours should not be altered, and they recommend that they should be the same as in most public offices in England; viz., from 10 till 4 o'clock daily; more especially as the hour for closing the post in Dublin is much earlier than formerly.

In fixing six hours as the daily attendance required, the

Report.

Commissioners wish it to be understood that additional attendance must be given when necessary, without any extra remuneration. This is the common rule observed by the best Clerks in Her Majesty's service, and they see no reason why it should not be adopted in the Chief Secretary's Office.

Registry of papers and opening despatches.

It is also of very great importance that the registry of letters and papers should take place as early as possible in each day, so that they may be ready to be acted upon by the Chief Clerk and heads of divisions before the Under Secretary arrives from the Lord Lieutenant. It is therefore recommended that the Chief Clerk should attend with the Registrar every morning at ten o'clock for that purpose, as pointed out in the regulations; it being objectionable, in the opinion of the Commissioners, and also contrary to the practice in most other departments, that the Private Secretary to the Under Secretary should open public despatches appertaining to the records of the department.

Clerks to be generally available.

It is also desirable that the Clerks employed in the Office, although serving in separate branches or divisions, should be generally available, when required, to meet any sudden pressure of business in one branch or division more than in another, thereby affording assistance one to the other.

In recommending this the Commissioners think it will be of great advantage to the public service, as it will also tend to enlarge the capacity of individuals for general usefulness, if their experience is not confined to a particular branch of business.

The authority of the Chief Clerk, if duly exercised, will remedy the inconvenience complained of in this respect.

Clerk of disbursements, housekeeper, messengers, &c. at present employed.

In order to complete the investigation with which the Commissioners were charged, it is necessary for them also to call the attention of the Treasury to the several offices of Clerk of Disbursements, Housekeeper, Messengers, and other parties intrusted with subordinate duties.

The Establishment consists, at present, of—

1 *Clerk of Disbursements*—
at 200*l.* a year, with a house, coals, and candles.

1 *Housekeeper*—
at 100*l.* a year, with apartments, coals, and candles.

1 *Principal Messenger*—
at 150*l.* a year.

Report.

4 *Office Messengers*, viz.—
- 1 at 75*l.* a year, with an annual allowance of twelve tons of coals, 196 lbs. of mould candles, and a gratuity at Christmas of 4*l.* 4*s.*, with a further allowance of 13*l.* a year for extra attendance on the Registry and Convict Departments:
- 1 at 60*l.* a year, and an allowance of 13*l.* a year for attending on the Registry and Convict Departments:
- 1 at 60*l.* a year, and 40*l.* a year additional as Assistant in the Library: and,
- 1 at 60*l.* a year, with 8*l.* a year additional for attending on the Under Secretary.

4 *Mounted Messengers*—
- at 60*l.* a year each, with an allowance for a horse of 4*s.* a day, and for a stable 5*l.* a year, making a total for each of 138*l.* a year; and when out at night 7*s.* 6*d.* per night and travelling expenses; and for all rides beyond five miles from the Castle or Park they are further allowed 1*s.* a mile for every mile travelled after the first five miles.

2 *Town Messengers*—
- at 60*l.* a year each:

1 *Hall Porter*—
- at 60*l.* a year, with apartments, coals, and candles:

1 *Coal Vault and Gas Attendant*—
- at 26*l.* a year, and 8*l.* a year for attending to the gas-meter: and,

5 *Office Cleaners*—
- at 20*l.* a year each. In all twenty persons.

The present Clerk of Disbursements (Mr. Toler) was appointed to that Office on the 18th December 1850. Previously to his entering the public service he served for eighteen years in the bank of Ireland. Since his appointment it is generally admitted that he has been the means of stopping many abuses that existed in the shape of assumed perquisites, and of economizing the stores in use in the Office. He has also established greater cleanliness and regularity throughout the office.

All fixed allowances to be paid by Paymaster of Civil Services.

The duties of this office were formerly to pay the salaries and every other expense connected with the Establishment. The principal portion of that duty has

Report.

ceased, the salaries being paid by the Paymaster of Civil Services; and the Commissioners recommend that all other *fixed* allowances now paid by Mr. Toler shall in future be paid in the same manner as the salaries.

This will leave the Clerk of Disbursements with only a few small sums to pay and account for.

In January 1851, soon after Mr. Toler's appointment, he represented to the Chief Secretary the state in which he found the whole of the offices placed under his charge; and the Commissioners having inspected every room in the department, including those on the basement, were much gratified with the clean and orderly manner in which they found every thing under his care.

Much, however, yet remains to be done to bring the whole of the business intrusted to him into a proper and economical state.

Incidental disbursements.

The ordering of articles necessary for the office from the different tradespeople, including coals, &c., is a duty of trust and responsibility, and Mr. Toler appears to have done good service in keeping down the incidental expenses of the Office, the amount of which (3,000*l.* a year) was objected to by the Committee on Miscellaneous Expenditure in 1848.

He has also charge of the furniture in the office as well as the stationery, and he makes demands upon the Board of Works and Stationery Office for the necessary repairs and supplies.

These are important duties, which the Commissioners consider ought to be controlled by the Chief Clerk, who should be required to countersign every demand for and approve of every thing purchased, whether by contract or otherwise.

Nor should any casual payment be made without the previous examination and authority of the Chief Clerk.

Title altered to superintendent of messengers and office-keeper.

The Commissioners recommend that the title of the office of "Clerk of Disbursements" be altered to that of "Superintendent of Messengers and Office-keeper," the same as at the Treasury; that he should have under his orders all the messengers and servants of the department; that his salary be increased from 200*l.* to 230*l.* a year, upon the understanding that he vacates the house now occupied by him in the Lower Castle Yard, which is stated to be required for public offices, and occupies in lieu thereof the apartments over the Chief Secretary's office, which the Commissioners recommend should be vacated by the

present Housekeeper, Miss Keck, who has filled that office since 1819, and who should receive the full amount of compensation upon reduction of office which can be assigned to her. *Report.*

It should, however, be understood that the additional 30*l.* a year is not to be paid to any successor of Mr. Toler.

The Commissioners consider that the Housekeeper and one of the Office-cleaners are unnecessary, and recommend their abolition, and that an efficient Housemaid be appointed, to reside in the house, at wages not exceeding 15*l.* a year, and board wages not exceeding the rate of 10*s.* per week. Housekeeper and one Office-cleaner unnecessary.

This reduction will effect a saving of 80*l.* a year, and the arrangement will also provide for the nightly attendance of the Superintendent of Messengers in the building.

The Messengers now employed consist of one Principal Messenger, four Riding Messengers, six Office Messengers, one Hall Porter, and one Coal Porter, thirteen in number, at an expense of 1,239*l.* a year, independently of the expense of car hire, which is almost daily incurred by them, in addition to the allowance to the four Riding Messengers for keep of horses.

The Commissioners, after fully considering the nature of the duties required, and the expense to which the public have been put for conveying letters and parcels to and from the Phœnix Park by the present system, recommend that the four mounted messengers be altogether abolished, and that the increased facilities afforded by the Post Office of late years should be made use of as much as possible, and that when absolutely necessary cars should be employed. Four Mounted Messengers to be abolished.

The future establishment of Messengers, &c. it is recommended should consist of— New establishment of Messengers, &c.

2 *Messengers*—
at 100*l.* a year each (one to be specially attached to the Lord Lieutenant, in lieu of one of the Mounted Messengers, the others to attend upon the Under Secretary.)

2 *Messengers*—
at 75*l.* a year each.

4 *Messengers*—
at 60*l.* a year each.

1 *Hall Porter*—
at 60*l.* a year, with apartments, coals and candles.

Report.

1 *Coal Porter and Gas Attendant*—
at 15*s.* per week.

These salaries to be in lieu of all former salaries, allowances, or perquisites whatsoever.

The total number of Messengers and Porters thus to be employed will be reduced to ten, at an annual cost of 689*l.*, thus effecting a further saving of 550*l.* a year.

Under the head of incidental expenses of the Office, the Commissioners observed two items that appeared from their amount to require revision, viz.

Car hire, and
Newspapers.

Car hire.

With respect to car hire, the Chief Clerk and the Superintendent of Messengers may and ought to exercise an important check upon this item of expenditure, by taking care that no expense for cars be allowed, except when used strictly on the public service, and when the use of a car is absolutely necessary.

With reference to the supply of newspapers, the Commissioners feel themselves justified in recommending the discontinuance of all the newspapers shown in the annexed list, excepting those supplied for the use of the Lord Lieutenant and his household, the Chief Secretary, the Under Secretary, and for the library of the Department; and they submit for the consideration of his Excellency whether some reduction in the number of papers supplied to his household may not be made, as upwards of 600*l.* was paid last year for newspapers alone out of the contingencies of the Chief Secretary's Office.

It is recommended that the newspapers supplied for the use of the Law Department, the Irish Office in London and the Home Office in London, should be paid for by each department respectively, and not appear as a charge upon the Chief Secretary's Office.

A saving of 300*l.* a year, being one half of the present expenditure, may be effected by stopping the supply of those newspapers marked in the list.

Irish office in London.

The Commissioners of Inquiry have now to advert to the branch of the Chief Secretary's Department maintained in London commonly known as the "Irish Office," No. 18, Great Queen Street, Westminster.

The cost of maintaining this Branch Office is 3,115*l.* a year, as appears by the estimate for 1852–53.

This Department was established at the time of the

Union as an office at which the Chief Secretary might transact his business when in London, and where records and papers should be preserved and registered, so that immediate access might be had to them, for the purpose of communicating to Parliament, or furnishing information to Her Majesty's Ministers, without the delay of sending to Dublin, and for other purposes. *Report.*

The establishment of this Branch Office was considerably reduced in 1831 by Lord Stanley, and the former practice of passing through that office all correspondence with the Government materially altered, thereby adapting it to the altered course of business.

Since that time the means of communication between London and Dublin have been so improved that it appears to the Commissioners desirable that a further reduction and alteration should now be made in this Branch Office.

There is at present a Chief Clerk at 800*l.* a year, with apartments, coals, &c., and an Assistant Clerk, at 465*l.* a year, increasing to 500*l.* by an annual rise of 15*l.* Present Establishments.

One Counsel, at 900*l.* a year, with 100*l.* a year additional, which is paid out of the Treasury law fund, for the purpose of providing a clerk.

An Office Keeper, at 120*l.* a year.

Three Messengers, two at 120*l.* a year each, and one at 90*l.* a year.

Upon inquiry in Dublin, no one appeared to be aware of the nature of the duty performed at the Irish Office in London. It was stated that some Treasury papers were sent direct to Dublin, but that others were received through the Irish Office.

The Chief Secretary informed the Commissioners that during the sitting of Parliament the Chief Clerk at the Irish Office in London was occupied in obtaining information for him upon Irish affairs, but that when Parliament was not sitting he could have but little, if anything, to do.

It also appeared to the Commissioners, upon visiting the Irish Office in London, that there was very little occupation for even one Clerk. The principal duty appeared to be the keeping in order a very extensive and valuable library of books.

The Commissioners recommend that papers should only be sent through the Irish Office when Parliament is sitting, and at other times that they should be sent direct to Dublin; but that a weekly abstract of all correspondence be sent to London to be filed there. Papers only to be sent through Irish Office when Parliament is sitting.

Report.

It is desirable that this recommendation should be made known at the Treasury and Home Office, that directions may be given accordingly.

The Commissioners consider that one Clerk will be sufficient to perform the duties required at the Irish Office, and in his absence that the Office Keeper should have charge of the library and few records in the Office.

They also recommend that a complete printed catalogue of the books should be made for general official use.

Private Secretary to Chief Secretary.

The Private Secretary to the Chief Secretary is paid a salary of 369*l.* a year, and 100*l.* a year for apartments in Dublin, which it is recommended should be reduced upon the next vacancy to 300*l.* a year, without any other allowance, that being the same amount of salary now paid to the Private Secretary to the First Lord of the Treasury. The Private Secretary is always in London during the sitting of Parliament, and a Clerk likewise attends in London from the Poor Law Commission Office, Ireland, whose services Lord Naas states can be made available for any business he may be required to perform, and it is recommended that he should be accommodated at the Irish Office. Should any further assistance be wanted at a time of very great pressure, a Clerk could be sent over from Dublin to assist.

One Clerk only to be permanently retained in London.

It is recommended that the Irish Office in London be henceforth considered merely as a branch of and subordinate to the Dublin Office, and that one Clerk only be permanently employed there, receiving the salary of a Second-Class Clerk, commencing at 300*l.* a year, and increasing by an annual rise of 15*l.* to the maximum of 450*l.*, *without* apartments, &c.; that the Clerks in the Dublin Office be considered eligible, if qualified, for promotion or removal to the Branch Office in London; and that the Clerk serving in London be in like manner liable to be removed to Dublin, on promotion or otherwise.

Office-Keeper and Messengers in London.

That the Office-Keeper, for the security of the books and records, reside in the house, and that the apartments now occupied by the Chief Clerk, and which are principally furnished at the public expense, be appropriated for the use of the Chief Secretary when attending his duties in Parliament, proper accommodation being afforded to the law officers when in London.

That two Messengers only be employed instead of three; one to be always in attendance upon the Chief Secretary, whether in London or in Dublin, to be paid a

salary of 120*l.* a year, with a personal allowance of 5*s.* a day *when in Dublin*, in addition to his actual carriage hire when travelling. The other Messenger to be paid a salary of 90*l.* a year. *Report.*

The Commissioners recommend that the Chief Clerk and one Messenger be placed upon the retired list, on abolition of office, which will cause a further reduction in the amount of salaries to be paid of 920*l.* a year. Office of Chief Clerk and one Messenger to be abolished.

The salary of the present Assistant Clerk being more than the limit prescribed for the second class, his services might be continued at his present rate of salary, unless he should wish to retire under the altered circumstances of the Establishment.

A saving of about 100*l.* a year may be effected by obtaining books and other requisites through the Stationery office, instead of paying for them out of the vote for contingencies, and also by submitting the accounts of disbursements to the Commissioners of Audit, which it is recommended should be done in future.

No necessity for retaining the Counsel to the Irish Office has been shown to the Commissioners, the emoluments of the office are quite disproportioned to its duties, and they therefore recommend its immediate abolition. There is already in the Chief Secretary's office in Dublin a law officer paid by the Crown Solicitor, who is daily in attendance, and the communication between London and Dublin is now so much more rapid than in 1834 that a legal opinion could be obtained from Dublin with the greatest expedition; moreover, either the Attorney or Solicitor General for Ireland are usually in Parliament and in London, ready to give their opinion upon any legal point or measure under the consideration of Parliament. Counsel to Irish Office to be abolished.

The Counsel to the Irish Office having been chiefly retained for the purpose of drawing Bills for Parliament connected with Ireland, the Commissioners would call the attention of the Treasury to the evidence of Secretary of State Sir George Grey, before the Committee on Miscellaneous Expenditure in 1848 (Pp. 310 and 311), relative to the duties of Mr. Coulson in that respect. It appears from that evidence that Mr. Coulson's services are available for the preparation of any Bill for Parliament to be brought in by the Government, including Irish Bills.

Before, however, leaving this subject, the Commissioners think it proper to state that Sir Thomas Tomlins, who was Counsel from 1801 to 1831, received a salary of

Report.

400*l.* a year from the Irish Department. He was also counsel to the Treasury, and was paid a salary, and an allowance for a Clerk from the law fund.

On Mr. O'Hanlon succeeding him in 1831, the Treasury fixed "the salary at 500*l.* a year, with an allowance of 100*l.* a year for a Clerk."

Mr. O'Hanlon resided in chambers in Lincoln's Inn Fields for some little time after his appointment, and the distance was found to be very inconvenient for communication with the Chief Secretary and the Irish law officer in Parliament, and to bring him nearer he was offered a house in Abingdon Street, Westminster, belonging to the Government, to which he removed. This house was afterwards required for Government purposes, and Mr. O'Hanlon then applied for some increase of salary, and in July 1834 the Treasury sanctioned an increase of the salary from 600*l.* to 900*l.* a year, adding a direction to the following effect: "You are to communicate to Mr. "O'Hanlon that this amount of salary is to cover all his "expenses for office and house rent, as well as for all "other official duties." In addition to the above, Mr. Baring (then Chancellor of the Exchequer) directed a payment of 100*l.* a year out of the Treasury law fund; thus making the salary of the Counsel 1,000*l.* a year.

In October 1844 Mr. Batty was appointed to succeed Mr. O'Hanlon, and he has received the same salary and allowance of 1,000*l.* a year.

When the allowance of 100*l.* a year for a Clerk was made, it was understood that the Clerk's services should be equally available to the Irish law officer in Parliament as well as to the Counsel, in copying papers, clauses for Bills, &c. Neither Sir T. Tomlins nor Mr. O'Hanlon had any room appropriated for their use at the Irish Office, and to enable them to do the business at their private house or office they were supplied with Irish Statutes before the Union, and the Statutes at Large, Sessional Papers of the House of Commons, and other useful works, and these books in a complete state were handed over to Mr. Batty.

On Mr. Batty's coming over to London in 1845, he took possession of the room at the Irish Office that had always been appropriated for the Irish law officer in Parliament, which room is fitted up with the Statutes and other law books for ready reference for the law officers, without having recourse to the copy in the Chief Secretary's room.

Mr. Batty has hitherto lived some distance from the

Irish Office, has taken no office near it or the Houses of Parliament, nor even kept a Clerk, although receiving the allowance for that purpose. On two or three occasions he has endeavoured to give out papers in the Irish Office for copying, but he has been referred to the Treasury letters, and informed that his predecessors kept their own Clerk, and that the branch of business belonging to the Counsel was quite distinct from the regular business of the Department. *Report.*

By the abolition of this office a further saving of 1,000*l.* a year will be effected in the amount of salaries for the Irish Office.

Revision of System of drawing Government Bills for Parliament.

When the question of retaining a Counsel for the Irish Office in London is before the Treasury, it may be expedient to revise the system generally of drawing Government Bills for Parliament; and although it is not strictly within the instructions the Commissioners received from the Lords of the Treasury, yet, having their attention called to the subject, the Commissioners submit the following suggestions, which may be deemed worthy of consideration.

At present there are—

1 Counsel, Home Office, at 2,000*l.* a year, with 2 Clerks at 270*l.* a year, and house rent in Spring Gardens (Est. chap. II. p. 8.)

1 Counsel, Irish Office, at 1,000*l.* a year (Est. chap. II. p. 25.)

1 Solicitor, for Scotland, at 1,000*l.* a year (Est. chap. III. p. 5.) and house rent in Spring Gardens.

It is suggested that office accommodation might be provided in or near to the new Houses of Parliament for the

Counsel for drawing all Government Bills and his Clerks;

For the law officer of Ireland in Parliament;

And also for the Lord Advocate of Scotland.

That the office of Counsel to the Irish Office, and Solicitor for Scotland, 1,000*l.* a year each, be abolished.

That the Counsel for Government Bills should draw or arrange the Bills of the different public departments for the United Kingdom, receiving, when necessary, the assistance of the law officers in Parliament for the Scotch and Irish Bills.

That by placing them near to one another in or near to the Houses of Parliament they can have ready access to each other during the day, and also at the sittings of the

Report.

Houses, and be near to Mr. Dorrington, who has charge of all Government Bills.

There would then be a department for the drawing and management of Government Bills within the Houses of Parliament, and as the office of Counsel to the Speaker and Counsel to the Chairman of the House of Lords would be at hand, their advice and opinion might, when necessary, be taken in aid of the Counsel for Government Bills, before their introduction or during progress.

With respect to Bills of special, or more than ordinary importance, it is recommended that the Attorney General for Ireland be allowed, under the approval of the Lord Lieutenant, to engage the temporary services of a Counsel conversant with the subject, *to assist him* in preparing such Bills, when it may appear to be a business not within the ordinary duties of the Counsel for preparing Government Bills; a course which has been found necessary, notwithstanding Mr. Batty's appointment.

When the late Sir Thomas Tomlins (1801 to 1831), and Mr. O'Hanlon held the office of Counsel, nearly all the Irish Bills were drawn in Mr. Kemmis's office (the Crown Solicitor), under the direction of the Irish law officers, which enabled the Crown Solicitor, being in Dublin, to consult the most able men at the Irish bar in any case of difficulty. When the Bills were drawn, they were sent over to the Counsel to the Irish Office, for arrangement, and made fit for presentation to Parliament.

Should the foregoing proposal be entertained, a return might be procured from every public department, as to whether they employ any Counsel, or Solicitor for parliamentary business, in order that all matters relating to Bills should pass through the Government Counsel, unless the Lords of the Treasury should merely think fit to resume the consideration of their Minute dated 18th March 1842, upon the office of Solicitor to the Treasury.

It may be proper to call the attention of the Treasury, in dealing with this subject, to the Report, with the Minutes of Evidence, of a Committee of the House of Commons, which sat in 1836, on the subject of drawing the Public Bills. It will be found in Vol. XXI., Session 1836 (page 141, paper 606), and also to the evidence of the Lord Advocate of Scotland (pp. 594 and 595), before the Committee on Miscellaneous Expenditure in 1848.

Report.

Privy Council office, Ireland. E.

A memorial from the First Clerk of the Privy Council, Mr. Savage, to the Lord Lieutenant, praying for a restoration of the Third Clerk of the Council, was referred by his Excellency to the Commission of Inquiry, a copy of which is annexed.

Before entering upon the prayer of the memorial, the Commissioners deemed it a fit opportunity to take into consideration the recommendation of the Committee on Miscellaneous Expenditure in July 1848 (p. XIX.), "whether economy might not be effected by a consolida- "tion of the Chief Secretary's Office and Privy Council Office."

The provision made in the estimates for the expenses of the current year, 1852–53, for the latter office, amounted to 1,675*l.*

Duties of Clerk of the Council.

The duties of the Clerks of the Council (at present two in number) are executed by their joint co-operation. The ordinary duties consist in a regular daily attendance; in receiving all applications to be laid before the Privy Council Board; corresponding and personally communicating with individuals and public bodies on the subject of their applications; rendering the same into due and official form, agreeably to the rules of the Board, previously to their being submitted for consideration; preparing the necessary orders and acts of Council; filing and registering the different papers connected with each particular subject; entering into the various council books, as matter of record, all acts and orders of Council, and the proceedings relating thereto; in attendance upon all Councils and Committees of Council, taking Minutes of and registering the proceedings of the Board and Committees; in promulgating the several acts and orders as directed; engrossing, attesting, and recording (in full) all fiants for patents to all ecclesiastical dignities and benefices in the patronage of the Crown; in the care, custody, and regulation of the voluminous records and muniments of the Office, making searches therein, and granting extracts and certificates of the same to the public, on matters of a public nature, it being an office of record; also attending personally with these records at the law courts or at the assizes when subpœnaed for the purpose.

There are other duties arising from the appellate jurisdiction of the Privy Council; namely, receiving appeals and all documents connected therewith, granting copies of the same, and communicating thereupon with the parties

Report. concerned; preparing for the hearings of such appeals; and attending the proceedings of the Board when sitting as a Court of Appeal; and, finally, entering upon record all the proceedings lodged in these causes.

Having thus set forth an outline of the duties of the Office, the Commissioners proceed to consider the observations made by Mr. Savage, the first Clerk of the Council, relative to the question of continuing the office as a separate establishment.

Mr. Savage received his appointment as First Clerk of the Council, in 1837, by warrant from the Lords Justices acting under authority of Act 57 Geo. 3. c. 62., and he holds the said appointment during the will and pleasure of the Lord Lieutenant. The Second Clerk of the Council is removable in like manner. Both have taken the oath of Clerk of the Council.

Mr. Savage is a barrister, but he does not consider it necessary that the Clerk of the Council should be one, more especially as a law adviser is attached to the Chief Secretary's Department.

The Council meet on an average about once a fortnight, previously to which a statement of the business to be brought forward at the Council is sent to the Lord Lieutenant.

Some business, principally ecclesiastical, originates in the Council Office, but some also originates in the office of the Chief Secretary.

There appeared to the Commissioners to be no reason why the Assistant Under Secretary should not perform the Council duties, after being duly appointed and sworn for that purpose, and that if the duties were transferred to the Chief Secretary's Office advantage would arise from daily communication with the law adviser, and from the circumstance that the whole of the Clerks employed would be available in time of pressure, when, as sometimes occurs at present, the business to be performed is greater than can be disposed of by the persons appointed.

Privy Council Office to be abolished.

It is therefore recommended that the Privy Council Office, as at present constituted, should be abolished, and that the business of the Council Office be undertaken by the Chief Secretary's Department.

All the books as well as the system of record at the Council Office are clear, and would serve for precedents.

It was stated that inconvenience had been experienced by the Under Secretary, from matters having been submitted

to the Council without first passing through the Chief Secretary's department. *Report.*

A considerable proportion of the writing required is such as can always be executed by a mere Copyist, and it is in fact now done by a person who is paid as a Messenger.

This subject has already occupied the attention of a Committee of the House of Commons; and the Commissioners of Inquiry have considered it desirable to set forth thus fully the evidence brought before them, and after maturely considering the subject they are of opinion that the business of the Council Office can be conducted with equal dignity, efficiency, and secrecy in the Department of the Chief Secretary, and have therefore felt justified in making the recommendation, that the separate office, which may at one time have been considered of importance, should be abolished.

For the purpose of enabling the business hitherto performed in the Privy Council Office to be transacted in the Chief Secretary's Department, it is recommended that the Assistant Under Secretary, or chief clerk for the time being, should receive a warrant from the Lord Lieutenant, authorizing him to act as Clerk of the Council, and that he should take the required oath.

In the number of third-class Clerks suggested by the Commissioners in the scheme of establishment, provision has been made for one Clerk to attend upon the Chief Clerk specially for Council business, and for any other assistance he may require. The Chief Clerk will also have full power to call upon the other Clerks in the Office to assist him when necessary, upon that or any other business.

Should this recommendation be approved, a saving will be effected of 1,675*l.* a year.

Mr. Savage and Mr. Norman, the two Clerks of the Council, will have claims for retirement upon reduction of office; and the Commissioners cannot close this part of their Report without bearing testimony to the candid manner in which Mr. Savage stated his views, and furnished the necessary information upon this subject. They moreover recommend that he as well as Mr. Norman should be considered as redundant officers, and appointed to some other office when an opportunity may occur.

Report.

Fines and Penalties Audit Office Dublin.

There is another description of business transacted in the Chief Secretary's Office, which is a separate and distinct branch of duty, and the expense of which does not appear upon the votes of Parliament.

The attention of the Commissioners was called to it by the Chief Secretary, in consequence of a representation from the Head Clerk of the Department, applying for additional assistance.

This Office was established for transacting the business connected with the audit of all fines and penalties levied throughout Ireland, the general rules and regulations for conducting which are required to be made by the Chief Secretary for Ireland, under the 6th clause of the Fines and Penalties Act, 14 & 15 Vict. Cap. 90.

This business was formerly transacted in the office of the Chief Remembrancer of the Court of Exchequer, under Act 6 & 7 Vict. Cap. 56. sect. 21.

The office staff for conducting this business consists of *four* Clerks and a Messenger, who occupy *three* rooms in the Chief Secretary's office.

Establishment of Fines, &c. Office.

The establishment, under the Act 6 & 7 Vict. Cap. 56. (now repealed), was regulated by an Order in Council of the 14th November 1850. It consists of—

1 Chief Clerk at 250*l.* per annum, increasing to 320*l.* by 10*l.* per annum.

1 Second Clerk at 125*l.* per annum, increasing to 140*l.* by 5*l.* per annum.

1 Third Clerk at 110*l.* per annum, increasing to 125*l.* by 5*l.* per annum.

1 Fourth Clerk at 90*l.* per annum, increasing to 110*l.* by 5*l.* per annum.

By the Fines Act (Ireland), 1851, the last-mentioned Statute was repealed, and the Chief or Under Secretary is authorized to make such regulations as shall seem expedient for carrying into effect the provisions of the Act (14 & 15 Vict. Cap. 90.), and the Lord Lieutenant is empowered by the 15th clause to charge the fines and penalties fund with the payment of the expenses of audit.

The present Establishment remains the same as that authorized by the Order in Council, as stated, under the former Act.

The Head or Chief Clerk (Mr. Cruize) is a barrister in practice, and has attended circuit since his appointment; he has, consequently, failed to devote his whole time to his public duties.

The other Clerks are stated to be fully employed; and Mr. Cruize has applied for additional assistance, as the examination of the accounts are already twelve months in arrear.

It appears that the officers of the respective courts receive the amount of fines when paid into court, and also when levied by Sub-Inspectors or received by Gaolers of prisons.

From the best information the Commissioners are able to obtain, 30,000*l.* may be estimated as the amount imposed annually as fines, of which less than one third is levied, and about 2,000*l.* is paid in Dublin. Two thirds of the amount thus levied may be brought to the credit of the Crown; so that 6,000*l.* may probably be about the sum for which the audit is required.

The minimum expense incurred for auditing that sum appears to be about 1,000*l.* a year, including stationery and contingent expenses; but additional assistance has been applied for to the Chief Secretary, and it appears to the Commissioners that the cost of audit, as at present arranged, will not be very much less than 1,500*l.* a year, or twenty-five per cent. upon the amount to be audited.

The Commissioners have been informed that the Government have not yet decided in what manner they will dispose of the amount received as local fines and penalties.

As, however, it is apparent, from the present large arrear of business, and the generally unsatisfactory manner in which the proceedings are carried on, that the accounts of the fines cannot be audited in the Department, under the existing system, without additional force, and consequent increase of expense, quite disproportioned to the amount of fines to be audited, the Commissioners do not hesitate to recommend, that, so long as the receipts from fines and penalties shall be considered as public money, the audit of the accounts should be conducted at the office of the Commissioners for Auditing the Public Accounts, allowing that Board two additional Clerks for the duty so imposed upon their Department.

The abolition of this office will place at the disposal of the public in the Castle three additional rooms, and effect a further immediate saving of about 900*l.* a year, after providing for the Clerks for the Audit Office in London.

Report.

Recapitulation.

The Commissioners now proceed to recapitulate the several recommendations contained in this Report, dividing them into three parts:

1st. *Reductions.*
2d. *Regulations.*
3d. *Improved prospects for the Clerks.*

1st. Reductions.

That a reduction be made in the permanent establishment of the Chief Secretary's office of three Clerks, at salaries amounting to 1,146*l.* per annum; of four Mounted Messengers, receiving salaries and allowances of 550*l.* a year; of the Housekeeper, having 100*l.* a year, with apartments, allowance of coal, candles, &c.; of one Office-Cleaner, having 20*l.* a year.

That the title of Assistant Under Secretary be altered, on the first vacancy, to that of Chief Clerk, and the salary then reduced from 1,000*l.* to a minimum of 700*l.*, increasing annually to 850*l.*

That all extra or special allowances, except 100*l.* to the Private Secretary to the Under Secretary, be abolished.

That the title of Clerk of Disbursements be altered to "Superintendent of Messengers and Office-Keeper," and that the salary of the present holder be increased from 200*l.* to 230*l.* on his giving up his house in the Lower Castle Yard and occupying apartments in the Chief Secretary's office, but that the permanent salary of the office shall be 200*l.* a year.

That one "Housemaid," at wages amounting to not more than 41*l.* a year, be added.

That the Privy Council Office, consisting of two Clerks and a Messenger, with salaries amounting to 1,675*l.* a year, be abolished, and the duties of Clerk of the Council be carried on in future in the Chief Secretary's Office by the Chief Clerk.

That in the establishment of the Irish Office in London the offices of Chief Clerk and of one Messenger be abolished; thereby effecting a reduction of 920*l.* a year.

That the office established for the audit of fines and penalties levied, consisting of four Clerks and a Messenger, be abolished, and the business transferred to the Commissioners for Auditing the Public Accounts by which a saving of about 900*l.* a year will be effected.

2d. Regulations.

That to enable the business of the office to be trans-

acted by the proposed revised establishment the following rules must be enforced :—

No officer shall carry on any trade, business, or profession, or hold any office, as director or otherwise of any company or public body.

The office hours to be from 10 till 4 daily, but additional attendance to be given when required without extra remuneration.

To ensure punctuality of attendance, an attendance book must be kept, in which the attendance of every officer on the Establishment is to be faithfully recorded each day.

It will also be necessary that an improved system of registering the papers should be introduced, for which purpose, as well as for the general regulation of the Office, the Commissioners have prepared, and appended to this Report, a code of rules the adoption of which they recommend.

The Assistant Under Secretary must also be required to attend forthwith to the important duties assigned to the Chief Clerk, and to exercise an efficient and strict supervision over the entire Office.

That all persons employed in the Office be placed under the general control of the Chief Clerk, in accordance with the proposed code of rules.

That proper places be fitted up in the Chief Secretary's Office for the deposit of the papers and records of the Office, and that all papers and records previous to the year 1840 be removed to the Record Office.

That all fixed allowances be henceforth paid by the Paymaster of Civil Services, in the same manner as the salaries are now paid, instead of by the Clerk of Disbursements.

That the contingent expenses of the Office be carefully watched by the Chief Clerk.

That especial care be taken that no car hire be allowed which is not strictly necessary for the performance of the public service.

That no newspapers be allowed for persons connected with the Office, except those stated in the list appended to this Report, marked (D.), unless under the written order of the Chief Secretary.

That a representation be made to the Lord Lieutenant, calling his Excellency's attention to the large number of newspapers supplied to his household, and suggesting that those marked (X.) in the list might properly be discontinued.

Report.

That no charge be admitted among the expenses of this Office for newspapers supplied to the Law Department in Ireland or to the Home Office in England.

3d.—Improved Prospects for the Clerks.

That with a view to encourage greater diligence and emulation among the Clerks in the Office, and thereby to secure the most efficient discharge of the public business, it is recommended that all promotions be made strictly according to merit.

That the Chief Clerk be in future selected from the Clerks of the Office; and that when the reduction in the number of Clerks recommended by this Commission has been carried into effect, the benefit of a graduated scale of salaries, increasing annually to a certain maximum rate for each class, be allowed, according to the scale laid down in this Report.

The following Comparative Table of the present and proposed Establishment will show the effects of the above recommendations; viz.

Present.	£	Proposed.	£
1 Chief Secretary	4,000	1 Chief Secretary	4,000
1 Under Secretary	1,900	1 Under Secretary	1,900
1 Assistant Secretary	1,000	1 Chief Clerk from 700*l.* to 850*l.*	*850
2 Senior Clerks at 500*l.* each	1,000	2 First-class Clerks from 500*l.* to 650*l.*	*1,300
7 Assistant Clerks from 210*l.* to 450*l.*	2,196	4 Second-class Clerks from 300*l.* to 450*l.*	*1,800
7 Junior Clerks from 110*l.* to 190*l.*	1,050	8 Third-class Clerks from 90*l.* to 280*l.*	*2,240
1 Registrar	300		
18		15	
Allowances; viz.		*Allowances; viz.*	
Deputy Clerk Privy Seal	£ 100	To Clerk acting as Private Secretary to Under Secretary	100
Private Secretary to Under Secretary and Librarian	120		
Preparing Criminal Tables	45		
Preparing Municipal Returns	30		
	295		
Carried forward	£11,741	Carried forward	£12,190

* These salaries are calculated at the maximum.

	£
Brought forward	11,741
1 Private Secretary to Chief Secretary	369
And Allowance for Apartments	100
1 Clerk of Disbursements	200
1 Principal Messenger	150
4 Riding Messengers at 138*l.*	552
6 Office Messengers from 60*l.* to 100*l.*	443
1 Hall Porter	60
1 Housekeeper	101
5 Office Cleaners	88
1 Coal-vault Attendant, Waterman, &c.	34
Newspapers	600
Allowance to Messenger attending in Dublin on Chief Secretary	110
Other contingent expenses of Dublin Office	1,225
Present	£ 15,773
Proposed	£ 15,201
Decrease	£ 572

	£	*Report.*
Brought forward	12,190	
1 Private Secretary to Chief Secretary	300	
1 Superintendent of Messengers and Housekeeper	230	
2 Messengers at 100*l.* each	200	
2 Messengers at 75*l.* each	150	
4 Messengers at 60*l.* each	240	
1 Hall Porter	60	
1 Housemaid	41	
4 Office Cleaners at 20*l.* each	80	
1 Coal Porter and Gas Attendant	39	
Additional car hire	100	
Newspapers	300	
Allowance to Messenger attending in Dublin on Chief Secretary, say for 6 months at 5*s.* a day	46	
Other contingent expenses of Dublin Office	1,225	
	£ 15,201	

London Branch.

Present.	£
1 Chief Clerk	800
1 Assistant Clerk	465
1 Counsel	900
Do. from Treasury Law Fund	100
1 Office Keeper	120
2 Messengers at 120*l.* each	240
Carried forward	£2,625

Proposed.	£
1 Second-class Clerk from 300*l.* to 450*l.*	450
1 Office Keeper	120
1 Messenger	120
1 Ditto	90
—	
4	
—	
Carried forward	£780

Report.

		£		£
6	Brought forward	2,625	Brought forward	780
1	Messenger - -	90		
7	Contingencies -	500	Contingencies -	400
	Present -	£3,215		£1,180
	Proposed -	£1,180		
	Decrease -	£2,035		

Privy Council Office, Dublin.

		£	
1	First Clerk of the Council - -	600	Nil.
1	Second do. - -	500	
1	Third do. - -	340	
	(Vacant.)		
1	Office Keeper -	65	
1	Messenger -	50	
5	Contingencies -	120	
	Present -	£ 1,675	
	Decrease -	£ 1,675	

Fines and Penalties Audit Office.

		£	
1	Chief Clerk - increasing to 320*l.*	250	2 Clerks for the Audit Office in London - £180
1	Second Clerk - increasing to 140*l.*	125	
1	Third Clerk - increasing to 125*l.*	110	
1	Fourth Clerk - increasing to 110*l.*	90	
4	Contingencies -	500	
	Present -	£ 1,075	
	Proposed -	£ 180	
	Decrease -	£ 895	
	Total Decrease -	£ 5,177	

Report.

The total number of persons will be reduced from 57 to 40. The immediate decrease of the aggregate expenses is much larger than that stated, viz., 5,177*l.*; but it has been thought advisable to show the total cost of the arrangements, assuming all the Clerks to be at the *maximum* salary of their respective classes.

It is also proper to remark, that the immediate saving consequent upon the reductions recommended will not be so large as it will eventually, in consequence of the retiring allowances to be granted to certain individuals upon reduction of office.

CHANDOS.
JOHN WYNNE.
R. MADOX BROMLEY

9th December 1852.

Appendix.

APPENDIX.

List of Documents appended to this Report, viz. :—

A.—Memorial from Clerks, with Treasury Minute thereon.
B.—Minute appointing Mr. M'Kenna Assistant Under Secretary.
C.—Regulations for the Office.
D.—List of Newspapers supplies.
E.—Memorial of First Clerk of the Council.

(A.)

To the Right Honourable Lord Naas, Chief Secretary for Ireland.

The Memorial of the Clerks in the Chief Secretary's Office,

Sheweth,

1. That in the year 1848, a Memorial (a copy of which is herewith enclosed) praying "that the system of an annual increase of salary for length of service might be granted to this Department, and that the Chief Secretary's Office might obtain the same advantages enjoyed by other branches of the Executive in England and Ireland," was submitted to Sir William Somerville, and by him recommended to the Lords Commissioners of Her Majesty's Treasury, the request which it put forward being, in his opinion, "a fair and a just one." A copy of this letter is enclosed.

2. In a letter dated 11th October 1848, the Treasury stated in reply, that their Lordships could not consent to any alteration being made in the salaries of the Clerks on the establishment of the Office until the duties and emoluments of all the members of the Establishment, as well as the contingent expenses of the Office, should have been subjected to a detailed inquiry and revision. A copy of this letter is also enclosed.

3. After the Report of the Committee on Miscellaneous Expenditure, and the abandonment of the measure for the abolition of the Lord Lieutenancy, no steps appear to have been taken (as far as Memorialists are informed) with the view of inquiry into the claims of the Clerks of this Department, and the disadvantages they labour under have remained in full force.

During the latter part of this period, however, considerable changes have taken place in the Office. The number of Clerks has been diminished, a vacancy which occurred not having been filled, and two supernumeraries having been discontinued; an annual allowance of 200*l.* from the Regium Donum Vote for the arrangement of the business connected with that grant has been abolished; the salary of the Clerk of Disbursements has been reduced; the contingent expenses of the Office have been examined by the Commissioners of Audit; various payments included in

them have been transferred to the list of salaries in the annual estimate, and the amount has been further reduced by economical arrangements; the emoluments of all persons on the Establishment have been brought under the view of the Treasury, with the exception of two allowances of 30*l.* and 45*l.* paid annually for special duties, as mentioned in the enclosed paper.

4. The great difference as regards either salary or emolument for special duties, which exist between this Office and the Home Office in England fully appears from the enclosed lists.

5. Memorialists are not aware that the Home Office is differently constituted from any other of the public offices in England, where the system of an annual increase of salary for length of service is universally recognized; and they have only selected that office as a point of comparison, because the nature of its duties and its position and standing as an office in England is similar to that of the Chief Secretary's Office in Ireland.

6. Memorialists are further obliged to pay the same amount in aid of superannuation on their salaries as in England; and it is clearly obvious that they do not obtain similar advantages from the system, as the amount of their salary is quite independent of their length of service, and solely depends on the promotion occurring by vacancies.

7. There appears to be no valid reason why a system which prevails in the public offices of England and Ireland should not be extended to this Office; and in submitting their case to your Lordship, Memorialists entertain a confident hope that it will receive from you a favourable consideration, and that the Lords Commissioners of the Treasury may be induced, on your kind recommendation, to substitute for the present scale of low fixed salaries a classified scale of emolument more liberal in amount and progressing by length of service in each class.

Signed, on behalf of the memorialists,

FRANCIS BESSONET,
R. N. MATHESON, } Senior Clerks.

TO THE RIGHT HONOURABLE THE CHIEF SECRETARY OF IRELAND.

The MEMORIAL of the CLERKS in the CHIEF SECRETARY'S OFFICE,

SHEWETH,—

THAT the Chief Secretary's Office was originally divided into three distinct branches, viz., the Civil, War, and Yeomanry Departments.

That in 1831 these were consolidated and became one Office, thereby effecting a considerable saving to the public

That the interests of several of its members having been injuriously affected by such consolidation, an application was made to the Chief Secretary, praying that "length of service principle" might be extended to them.

Appendix.

That this application was refused, on the ground that succession to the First Clerkship was guaranteed, which was not the case in other public offices.

That in 1837, on the demise of Mr. Taylor, the First Clerk, the Government appointed Mr. Macdonell, who had not previously been connected with the Office.

That such appointment, as well as the subsequent appointment of Mr. Hamilton (on Mr. Macdonell's retirement) was made solely on "grounds of public policy," and not in disparagement of the persons who claimed that office under the arrangement of 1831.

That subsequently Mr. Pennefather succeeded Mr. Hamilton, and on his promotion Mr. M'Kenna was appointed First Clerk.

That the arrangements of Lord Stanley of 1831, guaranteed by the Government, as respects the First Clerkship, having thus been permanently broken up, and the difference in the constitution of the Chief Secretary's from other offices being thus removed, it is considered that the Clerks of this Department can equitably claim to be placed on an equal footing as regards emoluments, &c., with the other public Departments in England and Ireland.

That the principle of increase of salary for length of service has been recognized, and formed the basis of all office arrangements subsequently to 1831, and is in existence in all other public departments in England and in the London branch of the Chief Secretary's Office. That in Ireland this principle has been recently adopted in the Treasury, Council Office, and Board of Works.

That, while the duties of the Chief Secretary's Office are onerous and confidential, involving the entire correspondence of the Irish Government, the salaries attached to it are lower than those of all other offices of the same rank, irrespective of "length of service gratuities."

Memorialists therefore pray, that as the arrangements of 1831 have been broken up, and the succession to the First Clerkship removed on grounds of public policy, the system of an annual increase of salary for length of service may be granted to this Department, and that the Chief Secretary's Office may obtain the same advantages enjoyed by other branches of the Executive in England and Ireland.

And memorialists will pray.

On behalf of memorialists.

FRAS. BESSONET.
MATT. WINTER.

LETTER from Sir W. SOMERVILLE to Sir C. E. TREVELYAN.

SIR, Irish Office, London, May 15, 1848.

I BEG to forward the accompanying memorial from the Clerks employed in the Chief Secretary's Office, Dublin.

I beg the favourable consideration of the Lords Commissioners of Her Majesty's Treasury to the memorial. The request which it puts forward is a just and a fair one; and I trust that the

benefits of an arrangement which has been extended to other departments of the public service will not be withheld in the present instance. *Appendix.*

I am, &c.,

Sir C. E. Trevelyan, &c. &c. W. M. Somerville.

LETTER from Sir C. E. Trevelyan to Sir W. Somerville.

Sir, Treasury Chambers, October 11, 1848.

With reference to your letter of the 15th of May last, enclosing a memorial from the Clerks in your Office, praying for an annual increase in their salaries, I am directed by the Lords Commissioners of Her Majesty's Treasury to acquaint you, for the information of his Excellency the Lord Lieutenant, that my Lords cannot consent to any alteration being made in the salaries of the Clerks on the Establishment of your Office until the duties and emoluments of all the members of the Establishment, as well as the contingent expenses of the Office, shall have been subjected to a detailed inquiry and revision.

I have, &c.,

(Signed) C. E. Trevelyan.

The Right Hon. Sir W. Somerville, &c. &c.

Establishment of the Chief Secretary's Office.

	Name.	Salary.	Date of entering public service.	Date of last increase.
		£		
1st Senior Clerk	Francis Bessonet	500	March 1802	1832
Deputy Keeper of Privy Seal	Do.	100		1838
2d Senior Do.	R. N. Matheson	500	January 1834	1851
1st Assistant Do.	W. E. Handcock	450	July 1817	1838
2d Do.	George Chamley	396	January 1815	1838
3d Do.	* Abraham Stoker	320	June 1815	1849
4th Do.	Robert Ball	300	October 1827	1850
5th Do.	Wilson Bomford	270	January 1823	1850
6th Do.	William Anderson	250	January 1832	1850
7th Do.	T. H. Taylor	210	November 1834	1851
1st Junior Clerk	† James Kerr	190	June 1826	1851
2d Do.	‡ L. V. Balfour	190	September 1842	1851
3d Do.	H. W. Caulfield	160	October 1846	1851
4th Do.	§ T. H. Burke	150	June 1847	1851
5th Do.	H. M. Cruise	130	July 1849	1851
6th Do.	J. H. Smith	120	¶ September 1833	1851
7th Do.	J. Kirwan	110	June 1851	1851
Registrar	J. W. Sleater	300	March 1814	1842
Clerk of Disbursements	‖ Henry Toler	200	January 1850	No increase.

* Receives 30*l.* for preparing abstracts of municipal accounts.
† Deputy Keeper of Privy Seal with Mr. Bessonet.
‡ Receives 120*l.* per annum as Librarian and Private Secretary.
§ Receives as Clerk of Criminal Prosecutions 45*l.* for preparation of criminal tables.
‖ Has a house, coals, and candles.
¶ Mr. Smith served from September 1833 until January 1851 in the office of the Ecclesiastical Commissioners.

COMPARATIVE STATEMENT of the HOME OFFICE and CHIEF SECRETARY'S OFFICE, and their respective Scale of Salaries.

HOME OFFICE.				CHIEF SECRETARY'S OFFICE.			
Class.	——	Salary.	Increase.	Class.	——	Salary.	Increase.
		£				£	
1st Class -	1st Senior Clerk - -	600	By 20*l.* per ann. to 800*l.*	1st Class -	1st Senior Clerk - -	500	No increase.
	2d ditto - -	600	Ditto ditto.		2d ditto - -	500	Ditto.
	3d ditto - -	600	Ditto ditto.				
	4th ditto - -	600	Ditto ditto.	2d Class -	1st Junior Clerk - -	450	No increase.
					2d ditto - -	396	Ditto.
2d Class -	1st Junior Clerk - -	350	By 15*l.* per ann. to 545*l.*		3d ditto - -	320	Ditto.
	2d ditto - -	350	Ditto ditto.		4th ditto - -	300	Ditto.
	3d ditto - -	350	Ditto ditto.		5th ditto - -	270	Ditto.
	4th ditto - -	350	Ditto ditto.		6th ditto - -	250	Ditto.
					7th ditto - -	210	Ditto.
3d Class -	5th ditto - -	150	By 10*l.* per ann. to 300*l.*				
	6th ditto - -	150	Ditto ditto.	3d Class -	1st Assistant Junior Clerk	190	No increase.
	7th ditto - -	150	Ditto ditto.		2d ditto ditto -	190	Ditto.
	8th ditto - -	150	Ditto ditto.		3d ditto ditto -	160	Ditto.
	9th ditto - -	150	Ditto ditto.		4th ditto ditto -	150	Ditto.
	Clerk of Criminal Business	600	No increase.		5th ditto ditto -	130	Ditto.
	Registrar and Librarian -	450	No increase.		6th ditto ditto -	120	Ditto.
	1st Extra Clerk - -	120	Ditto.		7th ditto ditto -	110	Ditto.
	2d ditto - -	80	Ditto.		Registrar - -	300	Ditto.
	3d ditto - -	80	Ditto.		Clerk of Criminal Business - -		Receives 45*l.* in addition to salary.

Appendix.

LETTER from Lord NAAS to G. A. HAMILTON, Esq.

SIR, Dublin Castle, September 10, 1852.

I BEG to request you will direct the attention of the Lords Commissioners of Her Majesty's Treasury to the enclosed Memorial from the Clerks in the Chief Secretary's Office.

I believe that alterations, somewhat of the nature suggested, might be made with great advantage to the public service; and with that view I would recommend that their Lordships should appoint two or more competent persons to inquire into the allegations contained in the Memorial, together with such matters connected with this office as might be brought under their notice.

I have, &c.,

G. A. Hamilton, Esq., &c. &c. NAAS.

TREASURY MINUTE, dated 6th September 1852.

MR. HAMILTON informs my Lords, that when in Dublin recently his attention had been called by the Chief Secretary of Ireland to the state of the Establishment and the arrangements respecting the Clerks in the Chief Secretary's Office, Dublin Castle, from whom also he received an application on the subject from the Clerks; and Mr. Hamilton suggests, previous to the subject being more fully considered by my Lords, that an inquiry should be held with the view of ascertaining how far that Establishment by re-organization and re-arrangement as to the functions of the different Clerks, may be placed on a more efficient footing without any addition.

My Lords, therefore, are pleased to request, that the Marquis of Chandos, one of this Board, with Mr. Wynne, the Under Secretary for Ireland, and Mr. Bromley, the Secretary to the Audit Commissioners, will make such inquiry, and report their opinion to my Lords. My Lords request that if, when the Commissioners are in Ireland, the Chief Secretary should suggest an inquiry into any of the other public departments in reference to the arrangements of its office and salaries of its Clerks, or they should themselves deem such an investigation to be advisable, they will make the inquiry, provided it can be effected within the period of their present visit.

(B.)

MINUTE appointing Mr. M'KENNA Assistant Under Secretary.

THEOBALD M'KENNA, Q.C., is hereby appointed to perform the duties of Chief Clerk in my Office, Dublin Castle, with the title of Assistant Under Secretary, in the room of Mr. Pennefather, whom his Excellency the Lord Lieutenant has appointed to be his Under Secretary.

THOS. F. FREMANTLE.

Dublin Castle, August 23, 1845.

Appendix.

(C.)

REGULATIONS FOR THE OFFICE.

GENERAL INSTRUCTIONS to be complied with by all Officers and others in the Chief Secretary's Office, Ireland.

THE Officers of the Department are to perform all duties which may be required of them in their respective situations in the Office, conformably to the declaration to be subscribed by them.

Form No. 1.

Every Clerk on admission to the Office will be placed under probation for a year previously to his appointment being confirmed. The Chief or First-Class Clerk, during the period of probation, is to make a report every three months at least to the Chief Secretary as to the fitness, qualifications, and general conduct of the candidate. Should, however, the Chief or First-Class Clerks have reason to suppose at any time during the time of probation, that there is no probability of the party nominated being found fit for the duties of the Office, or that his conduct or character is in any way discreditable, they are immediately to bring the subject before the Chief or Under Secretary.

No perquisites are allowed to any Officer, nor are any fees or gratuities whatsoever to be taken for any business done in or connected with the Office.

The officers are faithfully to devote their time during the official hours of attendance, to the regular, diligent, and punctual discharge of their duties in the transaction of the business of the Office.

The officers shall not carry on any trade, business, or profession, nor have any occupation whatever, which may withdraw their attention from their official duties.

They are not to receive any strangers in the rooms in which the business of the Office is carried on.

No official documents are to be taken out of the Office without the sanction of the Under Secretary, Chief Clerk, or one of the First-Class Clerks.

All papers submitted to the Chief or Under Secretary for signature, shall bear the initials either of the Chief Clerk or of the head of a division, in proof of its correctness.

Instructions for the Chief Clerk.

In the absence of the Chief and Under Secretary, he is to act for them, and attend upon his Excellency the Lord Lieutenant, and is to grant interviews to persons desirous of communicating upon public business with the Chief or Under Secretary during their absence.

He is to employ the several officers of the Department in such manner as may appear to him most conducive to the despatch of business, and he is to enforce due diligence and regular attendance throughout the Department. If any remissness in these respects should occur, he is enjoined to report it forthwith to the Chief or Under Secretary.

He is to attend every morning at ten o'clock with the Registrar to see the letters opened, stamped with the date of receipt, and delivered to the Registrar for entry.

He is to mark in red ink upon each paper the name of the person or division to whom it relates or has reference, which is to be noted in the proper column of the register before the papers are distributed or laid before the Under Secretary.

Upon the arrival at the Office of the Chief or Under Secretary, he is to lay before them the papers usually brought under their review, and to call their attention to any papers of more than usual importance.

He is to require a reference or reminder book to be kept by the Registrar, which he is to inspect regularly once a week, and to call upon the parties for explanation as to the cause of delay in disposing of the papers referred to them.

He is to inspect from time to time the letter books, and other books and papers of record kept in the two divisions of the Office under the First-Class Clerks, and to call attention to any arrear or irregularity in the mode of conducting the public business.

He is to countersign all demands upon the Stationery Office for books and other articles of stationery required for the Office, and to cause regular entries to be made by the Office-keeper of such demands, and of the supply to the several officers of the Department.

He is to take care, as far as may be in his power, that the supplies of stationery be such only as are requisite for the purposes of the Office, and that there be no waste.

He is to inspect all bills for the contingent expenses of the Office previously to their being paid, and to authorize by his signature such of them as may appear to him to be correct and proper; and he is to take the directions of the Chief or Under Secretary with respect to any charge which may appear questionable.

The arrangements of the rooms throughout the Department are to be under his direction, and he is to be informed of any changes that it may be desirable to make from time to time.

No repairs or alterations are to be made, or furniture or other articles purchased or ordered, without being first submitted to him for his approval; and all demand-notes upon the Board of Works for such repairs, furniture, &c. are to be countersigned by the Chief or Under Secretary.

The repositories and library are to be under his charge, assisted by the Clerk in charge of the registry; and he may make such arrangements with respect to them from time to time as he may think fit, submitting for the approval of the Chief or Under Secretary any proposal for altering the principle of the arrangement.

He is to have under his immediate charge the business arising out of memorials from convicts for remissions of sentence, or relating to criminals under sentence, or removal of lunatics, &c., with which he is to make himself thoroughly acquainted, so as to enable him to explain personally, if required, to the Lord Lieutenant the particulars of each case.

He will be allowed one of the established Clerks of the Office to

Appendix.

assist him in procuring information upon each case previously to its being submitted to the Lord Lieutenant by the Under Secretary; he will, however, employ the Clerks in such manner as he may think fit, satisfying himself that every necessary step has been taken upon each case respectively before it is submitted.

When the Lord Lieutenant's decision has been given upon any case, the Chief Clerk is to be held responsible that such decision is duly communicated to the authorities or parties concerned.

Every letter communicating such decision must be signed by the Chief or Under Secretary, or, in the absence of both, by the Chief Clerk; but before it is submitted for signature, the Chief Clerk is to affix his initials at the bottom of it, at the left hand corner, as a proof of its correctness.

He is to attend to all complaints by or against magistrates, and take the directions of the Chief or Under Secretary upon such as may appear of importance; in simple cases, in which a decision may have been previously given, he is to have a letter prepared to the magistrate or complainant, for the signature of the Chief or Under Secretary.

When applications are received from magistrates for advice, he is to refer them, if absolutely necessary, to the Law Officer for his opinion; but he is forthwith to call the attention of the Under Secretary to any question of importance, and also to any simple case which he may consider ought to have been disposed of by the magistrates themselves.

He is to have prepared letters to the magistrates communicating the opinion or direction upon the cases submitted, which he is in like manner to lay before the Chief or Under Secretary for signature.

He is to attend to all business connected with Crown witnesses, taking the directions of the Chief or Under Secretary thereon.

He is to attend to the business connected with the search, seizure, or restoration of arms in proclaimed districts.

He is to have kept under his immediate superintendence the law opinion books in which all legal opinions upon subjects referred to law officers are to be entered in full, together with the material part of the cases submitted.

This book should be arranged by means of an index under particular subjects, so that it may be readily ascertained whether any previous opinion has been taken on the same subject.

He is to submit to the Chief or Under Secretary all special cases reported by the Inspector General of Constabulary relating to crime or outrage.

He is also to submit to the Chief or Under Secretary the monthly return from the Constabulary Department, reporting all cases of crime and outrage in each county; and he is to direct attention to any increase, or otherwise of any particular class of crime in any county.

He is to take the direction of the Chief or Under Secretary in every case in which the settlement of a reward is necessary with respect to petty larceny or other crimes.

He is to lay before the Chief or Under Secretary, for the confirmation of the Lord Lieutenant, the monthly report of the dismissal of constables.

He is to summon and attend the Privy Council, and as Clerk of the Council at their meetings, arranging all business necessary for their consideration after having been duly sworn to act in that capacity.

He is required to see that the several Orders in Council are communicated to the respective departments or individuals to which they relate, and otherwise to perform all such business as may concern the same.

In all matters connected with the Privy Council he will act for the Chief or Under Secretary, provided they shall have taken the oath required either as a Member of Council or as Clerk of the Council, arrangements being made so as not to postpone or delay the business connected with the Council.

The minutes, orders, and correspondence of the Privy Council, or business connected therewith, are to be kept distinct from the general records of the Chief Secretary's Department. They are to be preserved in the Chief Clerk's custody in such security as the nature of such confidential documents may require.

He is to perform this important duty in the accustomed manner, suggesting however to the Chief or Under Secretary such improvements therein as may from time to time appear to him desirable.

He is to assist the Chief Secretary, who is keeper of the Privy Seal of Ireland, in the receipt of fees payable upon instruments which require the Privy Seal to be affixed.

He is to keep an account at the Bank of Ireland, to be termed "Account of the Keeper of the Privy Seal of Ireland," and to pay into such account the amount of fees as they are received.

The money when so lodged, is only to be drawn out upon the counter-signature of the Chief Secretary for the time being, for the purpose of being paid over quarterly to the Consolidated Fund, or in such other manner as the Lords of the Treasury may from time to time direct.

He is to keep a cash-book showing the amount of fees received, and the instruments to which the seal has been affixed.

He is to see that proper letter books are kept in the Office for the daily entry of all letters despatched. They are to be arranged in classes or under subjects for easy reference, and the index to the same is to be kept up daily.

He is carefully to watch the progess of carrying into effect any new Act of Parliament or Order in Council relating to Ireland, and to assist to the utmost of his power in fulfilling the intention of the same, and is enjoined to report to the Chief or Under Secretary any irregularity or imperfection he may notice in connexion therewith.

He is to investigate, for the Chief or Under Secretary, questions of difficulty in which a précis or report may be required for the Government, upon matters of more than ordinary im-

Appendix.

portance. He is to make himself acquainted with matters of detail relating to the Department, and the general administration of Government business in Ireland; so that he may be able upon a change of administration to explain to the Chief or Under Secretary any subject in connexion therewith.

He will be allowed four Clerks to assist him in these important duties, viz., two Second, and two Third Class Clerks. One Second-Class Clerk is to be in charge of the registry of papers and the library; the other Second-Class Clerk is to be employed principally upon the duty relating to criminals. The two Third-Class Clerks are to assist generally upon the duties before described. The other Clerks of the Office will be employed by the Chief Clerk upon such duties as he may think expedient.

The Clerk employed as Private Secretary to the Under Secretary is also to assist the Chief Clerk when not otherwise engaged upon business for the Under Secretary.

When the Chief Clerk is absent from the Office, the Senior First-Class Clerk is to act for him.

The business of registering the papers as they are received in Office, and of preserving a record of the proceedings taken upon each, being placed immediately under the superintendence of the Chief Clerk, the following regulations are to be observed:—

A general register is to be kept (in form, No. 2), in which is to be entered every paper received in the Office, excepting such as may relate to criminal business, or to special cases of crime or outrage reported by the Inspector General of Constabulary, which papers are to be entered in separate registers hereafter provided for.

The proceedings ordered to be taken upon the papers, or the references thereon, are to be noted in the proper column of the general register.

All papers received in the Office are to be stamped with the date of receipt on the left hand corner, at the top.

The papers as entered in the general register are to be numbered in black ink on the top of the first page, to correspond with the number in the register, and the former numbers, if any, relating to the same subject, are to be inserted in red ink thereon.

The index to the general register is to be divided into two parts, one part to be opened under particular heads, for reference to subjects; the other for reference to names.

The general register is to be kept in sections, with a view of facilitating reference, the whole being bound together, with the index, at the end of every two years.

The letters are to be opened by the Chief Clerk with the registrar every morning at ten o'clock, and after the name of the person or division to which they relate shall have been written thereon, and the same shall have been noted in the proper column of the register, the letters are to be briefly entered in a reference (or an assignment) book, a separate book being kept for the Chief Clerk and for each head of a Division. Upon the delivery of the papers the Register Clerk is to require the party to whom they

are sent to put his initials in the book, against the number of the paper, in acknowledgment of its receipt.

These reference books are to be inspected weekly by the Chief Clerk, to ascertain that no unnecessary delay takes place in acting upon the papers.

When the paper is finally returned for deposit it is to be marked off in the register, and placed away according to its number. Before, however, a paper is returned, the party to whom it has been sent is to place his initials upon it in proof of its having been properly or sufficiently acted upon by him; care is to be taken that inclosures (if any) are returned with the paper.

When letters are received referring to former correspondence, that correspondence is to be put with such letters before they are submitted to the Under Secretary.

The papers are in future to be laid open between two boards when deposited in the register room, and being stamped with the date of receipt, and numbered at the top of the first page of the paper, the necessity for indorsing the papers will be avoided: but a short description of the paper is to be inserted in red ink on the left hand corner at the top of the sheet.

When it may be necessary to return papers to any department that have been referred to the Office, a copy of the covering letter is to be made and placed away in lieu of the original letter.

A separate register is to be kept for the entry of all letters relating to criminal business, such as the remission of sentences, transportation of convicts, removal of lunatics, &c, the whole of which business is placed under the charge of the Chief Clerk.

These papers are to be numbered consecutively in red ink, but not indorsed; the index to the register, which is to be kept up daily, is to be opened under the names of persons and counties only.

The papers numbered in red ink need not be returned to the registrar; but the Clerk employed upon the criminal business under the Chief Clerk is to take care that they are placed away for easy reference.

These papers are to be entered in a separate reference or assignment book, and disposed of in the same manner as directed in the case of the General Register Papers.

Instructions for Heads of Divisions.

The business of the Office, excepting such portions as are assigned by these instructions to the Chief Clerk, will be divided into two divisions or branches.

The First-Class Clerk in charge of the first division will be intrusted with all business of every description that may relate to the following heads of duty:—

Ecclesiastical.
Church appointments.
Law ditto.
Stipendiary Magistrates.
County, city, or Borough Magistrates.
Lieutenants of Counties.

Appendix.

Deputy ditto, ditto.
State of the country.
Crime and outrage.
Rewards by proclamation.
Clerks of Petty Sessions.
Royal letters.
All appointments of Civil Officers, including those made through Crown Solicitor.
Militia.
Constabulary.
Police.
Prisons.
Franking, in part.

The Clerks in charge of the second division will also be intrusted with business relating to the following heads of duty :—

Parliamentary business.
Financial.
Estimates.
Regium Donum.
Concordatum.
Crown Solicitor's accounts.
Pensions, gratuities, &c.
Grand juries (presentments of).
Returns for Home Office.
Papers in Birmingham Tower.
Municipal and other accounts and returns.
Weekly abstract of all correspondence, for branch office in London.
Franking, in part.

The First-Class Clerks must report to the Chief Clerk any irregularity in the conduct of the Clerks employed under them.

Instructions for the Superintendent of Messengers and Housekeeper.

It will be his duty to order all articles necessary for the Office, with the approval of the Chief Clerk, from the different trades-people, such as coals, candles, gas, &c.

To keep the accounts of the disbursements, according to the rules laid down by the Audit Office, and to transmit the same, together with the vouchers, monthly to the Audit Office, after the accounts have been examined with the vouchers by the Chief Clerk, and have been signed by him as approved.

To superintend the keeping in proper order and repair the several departments of the Office, and to prepare, for the signature of the Chief Clerk and Under Secretary, all demands for repairs or furniture upon the Board of Works.

To exercise a general control over the Messengers and Cleaners, and to see that their several duties are performed properly, and that they are regular in their attendance.

To receive and open the mail bags every morning at eight o'clock; to sort the letters and despatch them to the Chief and

Under Secretaries, and Register Clerk, and to the respective Officers and gentlemen of the several Departments in the Castle; and to superintend the despatch of the evening mails. *Appendix*

To have charge of the stationery, books, and printed forms; and to prepare, for the signature of the Chief Clerk and Under Secretary, requisitions upon the Stationery Office, according to the Form prescribed by the Lords of the Treasury, for such supplies of stationery as may be required from time to time for the use of the Office.

To distribute the same to persons requiring a supply, upon written requisitions of the heads of departments entitled to demand the same, and to keep a correct account of all receipts and issues, according to form No. 3. No. 3.

To inspect daily the several Offices under his charge, to see that every thing connected with them is safe and in proper order.

Instructions respecting Attendance.

The hours of attendance are from ten o'clock in the morning until four o'clock in the afternoon. To allow for difference in clocks, and accidental delay, fifteen minutes will be allowed as the limit for arrival at the Office.

An attendance book in the following form is to be kept by the Chief Clerk :—

Monday, November 1, 1852.			Tuesday, November 2, 1852.		
Time of Arrival.	Name.	Time of Departure.	Time of Arrival.	Name.	Time of Departure.
10. 5	A. B. -	—	9. 45	C. D. -	—
10. 10	C. D. -	2. 45. with leave.	10. 0	E. F. -	—
10. 15	E. F. -	4. 45	10. 5	A. B. -	4. 45

The attendance book is to contain the names of all the Clerks in the department; each person is to sign his name in the order of his arrival, inserting the time of such arrival in the proper column, and in the event of any person being detained by business at the Office after four o'clock, the hour of his departure should be inserted in the column for "time of departure," and should he quit the Office with leave before four o'clock, the time is in like manner to be inserted.

At a quarter past ten, the Chief Clerk is to draw a line in red ink under the last name signed in the book, and should any person then be absent, he is on his arrival to sign under such line, provided he arrives before a quarter before eleven, at which time the book is to be made up by the Chief Clerk, who is to insert the name of the person then absent, accounting for such absence, if in his power; and the Chief Clerk is then to sign the book, and send it to the Under Secretary's room, by eleven o'clock.

Appendix.

If any person arrives after the book has been made up, he is to explain to the Chief Clerk the cause of his being late, and the time of arrival is to be inserted against the party's name.

If any person is absent a whole day without previous leave, the word "absent" is to be written against his name; and if with leave, then the word "leave" is to be written against his name by the Chief Clerk.

None of the Officers and Clerks are to leave the Office during office hours without the permission of the head of his Division, and in the absence of the First-class Clerk, the Officer next in seniority is to be considered the head of the Division; and if any person should come later than the prescribed hour with leave, or go with leave before the prescribed hour, the time of his so coming or going is to be entered in the attendance book. If any person should absent himself without leave, a similar entry of his being absent is to be made in the attendance book, and serious notice will be taken of such absence without leave, unless it can be satisfactorily explained; and it will be the imperative duty of the head of the Division to bring the case under the notice of the Under Secretary.

The Chief Clerk, or, in his absence, the First Officer in charge of the department, may give leave for one day only to any person in the department. Every person requiring to be absent for more than one day, must apply to the Under Secretary in writing through his official superior; and if *granted*, the application, with the Under Secretary's decision, is to be returned to the Chief Clerk, that he may make the entry accordingly in the attendance book.

If any person shall be unavoidably prevented from attending at the Office, he is enjoined to acquaint the head of his Division of the cause of his non-attendance; in the absence of any such communication, his name will be entered in the attendance book as "absent without leave."

Should any one be absent in consequence of sickness for more than one day, a medical certificate is to be sent to the Chief Clerk before the book is made up on the second day, or such explanation as he may have to offer; and every such case shall be laid before the Under Secretary for his consideration at the end of each month.

The regular attendance of the Clerks is deemed so important, that it will be invariably referred to when the claim of any person to promotion, or to an increase of salary, is under consideration.

No. 4.

The Chief Clerk is to keep a ledger of attendance of every person in the Office, in the annexed form No. 4; this book is to be posted up monthly from the daily attendance book, and regularly laid before the Under Secretary, whose attention is to be called to any irregularity of attendance.

The Office Messengers are to be in attendance at the Office at half past nine o'clock every morning, and to remain until their services are no longer required.

FORM No. 1.—*Declaration to be made by every Person on first entering the Chief Secretary's Office, Ireland.*

I do solemnly and sincerely declare, that according to the best of my abilities, I will faithfully execute the duties of my Office, and be obedient to the orders of my superiors; and I further declare, that I will not take or receive any reward or gratuity, directly or indirectly, other than my salary, or what shall be allowed me from the Crown for any service done or to be done in the execution of my said employment on any account whatsoever; and I further declare, that I am not now engaged, nor will I hereafter engage without the consent of my superiors, in any professional or commercial occupation, or in any other employment which may call off my attention from my public duties.

FORM No. 2 —*General Register.*

No.	When received for Registry.	Name.	Date of the Paper.	Nature or Subject of Paper.	Date of Minute.	Substance of Order on Paper.	Proceedings.	When disposed of.	No. of former Communication.	No. of subsequent Communication.	No.	Mark of Deposit and Notation of Paper Lent.
1											1	
2											2	
3											3	
4											4	
5											5	
6											6	
7											7	
8											8	
9											9	
0											0	
1											1	
2											2	
3											3	
4											4	
5											5	
6											6	
7											7	
8											8	
9											9	
0											0	
1											1	
2											2	
3											3	
4											4	
5											5	
6											6	
7											7	
8											8	
9											9	
0											0	
1											1	
2											2	
3											3	
4											4	
5											5	
6											6	
7											7	
8											8	
9											9	
0											0	

FORM No. 3.—*Stationery Book.*

Requisition.		To whom delivered.	DESCRIPTION OF												
			Paper.									Books.		Forms.	Pens.	
No.	Date.		Royal.	Demy.	Foap.	Quarto.	Octavo.	Blotting.	Cartridge.						Quill.	Steel.
			Qrs.	Qrs.	Qrs.	Qrs.	Qrs.	Qrs.	Qr.	Qr.	Qr.	No.	Qrs.	Qrs.	No.	No.

FORM No. 4.—*Register of Attendance.*

NAMES.	JANUARY.					FEBRUARY.					MARCH.					APRIL.					MAY.					JUNE.				
	Days of Attendance.	Absent—Leave.	Absent.	Sundays and Holidays.	Sick.	Days of Attendance.	Absent—Leave.	Absent.	Sundays and Holidays.	Sick.	Days of Attendance.	Absent—Leave.	Absent.	Sundays and Holidays.	Sick.	Days of Attendance.	Absent—Leave.	Absent.	Sundays and Holidays.	Sick.	Days of Attendance.	Absent—Leave.	Absent.	Sundays and Holidays.	Sick.	Days of Attendance.	Absent—Leave.	Absent.	Sundays and Holidays.	Sick.

FORM No. 3.—*Stationery Book.*

ARTICLES SUPPLIED.

Sealing Wax.	Pencils.	Knives.	Scizzors.	Tape.	Ribbon.	Pins.	Needles.	Skein Silk.	Erasors.	Wafers.	Cord.	Mem. Book.				
Stick.	No.	No.	No.	No.	No.	Oz.	No.	No.	No.	Oz.	Ball.	No.				

FORM No. 4.—*Register of Attendance.*

JULY.	AUGUST.	SEPTEMBER.	OCTOBER.	NOVEMBER.	DECEMBER.	TOTAL.
Days of Attendance.	Days of Attendance.	Days of Attendance.	Days of Attendance.	Days of Attendance.	Days of Attendance.	Days of Attendance.
Absent—Leave.	Absent—Leave.	Absent—Leave.	Absent—Leave.	Absent—Leave.	Absent—Leave.	Absent—Leave.
Absent.	Absent.	Absent.	Absent.	Absent.	Absent.	Absent.
Sundays and Holidays.	Sundays and Holidays.	Sundays and Holidays	Sundays and Holidays.	Sundays and Holidays.	Sundays and Holidays.	Sundays and Holidays.
Sick.	Sick.	Sick.	Sick.	Sick.	Sick.	Sick.

(D.)

LIST OF NEWSPAPERS SUPPLIED.

STATEMENT of the several NEWSPAPERS supplied to the OFFICERS of DEPARTMENTS, and paid for through the Clerk of Disbursement's Account.

		English.	Irish.
Note.—The papers through which a line is drawn were ordered by his Excellency the Lord Lieutenant to be discontinued.	His Excellency the Lord Lieutenant -	Times (~~2 Copies~~) -	Saunders.
		Morning Chronicle	Freeman.
		„ Herald -	Daily Express.
		„ Post -	Evening Mail.
		Globe - -	„ Post.
		Standard - -	„ Packet.
		~~Daily News~~ -	„ Telegraph.
		~~Examiner~~ -	Weekly Warder.
		Observer - -	„ Tablet.
		Spectator - -	„ Telegraph
		John Bull.	—
		~~Illustrated News~~.	—
		~~Sunday Times~~.	—
		~~Era~~.	—
		~~Punch~~.	—
	His Excellency's Household.		
Note.—The papers marked (×) it is submitted should be discontinued.	Comptroller - -	Times (×) - -	Freeman. (×)
	Private Secretary -	Times.	—
	State Steward - -	—	Saunders. (×)
	Gentleman Usher -	—	Saunders.
	Chamberlain - -	—	Saunders.
	Master of the Horse -	—	Saunders. (×)
	House Steward -	—	Evening Mail. (×)
	Ditto - -	—	„ Packet. (×)
	State Porter - -	—	Saunders. (×)
* These papers are only to be supplied when Parliament is *not* sitting; by order of the Chief Secretary.	The Right Honourable the Chief Secretary - -	Times - -	* Saunders.
		Morning Chronicle	Freeman.
		„ Herald -	Daily Express.
		Standard - -	Evening Mail.
		Spectator -	„ Post.
		Observer - -	„ Packet.
		—	Weekly Warder.

		English.	Irish.
The two papers through which a line is drawn are to be discontinued, by order of Under Secretary.	The Under Secretary	Times Morning Chronicle „ Herald ~~Daily News~~ Spectator ~~Observer~~ —	Freeman. Daily Express. Evening Mail. „ Post. „ Packet. Weekly Nation. „ ~~Warder.~~
It is proposed in the Report, p. 91. that the supply of these papers shall be discontinued.	~~Mr. McKenna, Assistant to the Under Secretary~~	~~Times~~ Spectator — —	~~Saunders.~~ ~~Freeman.~~ ~~Evening Mail.~~ „ ~~Post.~~
	~~Mr. Bessonett~~	— — —	~~Saunders.~~ ~~Evening Mail.~~ „ ~~Packet.~~
	~~Mr. Matheson~~	— — —	~~Saunders.~~ ~~Evening Mail.~~ „ ~~Post.~~
	~~Mr. Chomley~~	— —	~~Daily Express~~ (~~Evening Edition~~). ~~Evening Mail.~~
	~~Mr. Handcock~~ ~~Mr. Sleator~~ ~~Mr. Stoker~~	— — —	~~Saunders.~~ ~~Saunders.~~ ~~Saunders.~~
Proposed in Report, p. 91. to be discontinued.	~~Mr. Ball~~ ~~Mr. Bomford~~ ~~Mr. Anderson~~ — ~~Mr. Taylor~~ ~~Mr. Rudland, Principal Messenger~~	— — — — — —	~~Saunders.~~ ~~Saunders.~~ ~~Evening Mail.~~ „ ~~Post.~~ ~~Saunders.~~ ~~Saunders.~~
	Library. For Irish Provincial Newspapers filed in Library, *vide infra.*	Times Morning Chronicle Daily News Standard Globe — — — —	Saunders. Freeman. Daily Express. Evening Mail. „ Post. „ Packet. Weekly Warder. „ Nation. „ Advocate.

	——	English.	Irish.
If these papers are required, it is recommended that they should be paid for by Crown Solicitor, and charged in his bill of costs. p. 94.	*Law Department.*		
	William Kemmis, Esq.	—	Saunders.
		—	Freeman.
		—	Evening Post.
		—	,, Packet.
	Irish Office, London.	—	Freeman.
		—	Daily Express.
Recommended to be paid for by Irish Office in London. p. 80.	George Trundle, Esq.	—	Evening Mail.
		—	,, Post.
		—	,, Packet.
	Home Department, London.		
		—	Freeman.
Recommended to be discontinued, p. 94.	Under Secretary -	—	Evening Mail
		—	,, Post.
	Convict Department.		
Proposed to be discontinued.	H. Hitchins, Esq. -	~~Times~~.	—

Irish Provincial Newspapers filed in Library.

Armagh Guardian.
Banner of Ulster.
Belfast Mercury.
,, News Letter.
Londonderry Standard.
Leinster Express.
Limerick Chronicle.
Mayo Constitution.
Newry Examiner.

22d October 1852. HENRY TOLER.

(E.)

Memorial of First Clerk of the Council.

To his Excellency Archibald William Earl of Eglinton, Lord Lieutenant of Ireland.

The Memorial of Marmion W. Savage, First Clerk of the Privy Council,

Humbly showeth,

That in the year 1836 the establishment of the Privy Council Office was, by minute of Her Majesty's Treasury, fixed to consist of three officers, called First, Second, and Third Clerks of the Council.

That these officers are appointed by warrants from the Lord Lieutenant, to execute the duties of their respective offices.

That in the month of April last Mr. Franklin, then Third Clerk of the Council, resigned his appointment, and retired upon a superannuation allowance.

That upon his retirement your memorialist was consulted by the late Lord Lieutenant as to the necessity of appointing a successor to the Office of Third Clerk of the Council.

That in answer to such inquiry your memorialist stated that it did not appear to him to be necessary or expedient that there should be a Third Officer in the Department with the position or rank of Third Clerk of the Council; but that in case such Office was abolished, it would be indispensable that a competent and respectable Office or Writing Clerk should be substituted to perform that portion of the duties of the Third Clerk which consisted in the mere copying of documents, and keeping the books and records of the Office.

That your memorialist upon the same occasion further represented the reasonableness and justice of increasing the salaries of the remaining or now existing officers, during their lives, in consideration of the increase of attendance and responsibility necessarily involved in a reduction of the number of Clerks of the Council from three to two.

That your memorialist is authorized to state that both propositions thus submitted by him met with the approval of the late Government, although, owing to the change of Administration which took place at the period in question, no formal recommendation was made to the Treasury upon the subject.

That since the arrival of your Excellency in Ireland your memorialist has more than once called the attention of the Under Secretary to the state of this department, consequent upon the diminution of its staff, and the serious inconveniences resulting therefrom, of which your memorialist has now had the experience of nearly six months.

Appendix.

That at the Under Secretary's suggestion, your memorialist now submits the facts of the case to your Excellency's consideration;

And respectfully prays your Excellency either to restore the Office of Third Clerk of the Council, or to sanction the propositions which were submitted by your memorialist to your Excellency's predecessor.

Council Office, September 14, 1852.

TREASURY MINUTE:—*Dated December* 24, 1852.

Treasury Minute, 24 Dec. 1852.

My Lords have before them the Report of the Commissioners appointed by Minute of this Board, dated September 6, 1852, for inquiring "how far the establishment of the Chief Secretary's Office, Ireland, by re-organization and re-arrangement, may be placed on a more efficient footing, without any addition being made to it;" and the letter from the Under Secretary to the Lord Lieutenant, dated 20th instant, stating that his Excellency concurs in the recommendations of the Commissioners as contained in their Report; but that his Excellency is of opinion that in justice to the Messengers who now receive higher salaries than those proposed in the Report, the reductions in their salaries should not take place until their places are vacated; and, having considered the same, my Lords approve of the recommendations contained in the Report, so far as the same relate to the re-organization and re-arrangement of the Chief Secretary's Office, the Irish Office in London, the Privy Council Office, and the Fines and Penalties Audit Office, but reserve for further consideration the suggestions made by the Commissioners relative to the preparation and drawing of Government bills.

My Lords are therefore pleased to give the following directions, in order to carry out the several arrangements.

The salaries of the two Senior Assistant Clerks of the Chief Secretary's Office, Messrs. Handcock and Chamley, and of the fourth Assistant Clerk, Mr. Robert Ball, will cease on the 31st December instant.

The number of the Messengers upon the establishment will be reduced to eight from the 31st December instant, who will receive the following salaries, viz.:—

Two, 100*l.* each.
Two, 75*l.* each.
Four, 60*l.* each.

The Chief Secretary is therefore requested to select

from the present establishment the eight messengers whom he may consider best qualified for the active and diligent discharge of the duties to be entrusted to them, and to inform the others that their services will not be longer required, and that their salaries will cease on the 31st December instant. On being made acquainted with the names of the eight messengers selected for continued employment, and the salaries at present received by them, my Lords will authorize the payment of such special personal allowances as may be required to make up their salaries to their existing amounts, as recommended by the Lord Lieutenant, upon which allowances they will pay superannuation deductions. *Treasury Minute.*

The salaries and allowances paid to the Housekeeper and one Office-cleaner will be discontinued from the 31st December instant, and the Housekeeper will be required to vacate the apartments now occupied by her in the Chief Secretary's Office.

The allowances of 20*l.* to one Clerk as Librarian, of 45*l.* to one Clerk for preparing the Criminal Tables, and of 30*l.* for preparing the Municipal Returns, will cease on the 31st December instant; and the allowances of 100*l.* to the Deputy Clerk of the Privy Seal will cease on the retirement or promotion of the present holder, Mr. F. Bessonet.

The office of Chief Clerk in the Irish Office in London, of the Counsel to the Irish Office, and of one Messenger, will be abolished on the 31st January 1853, from which date their salaries will cease; and the Irish Office in London will, from the 31st January 1853, cease to be a separate Office, and will become a branch of the Chief Secretary's Office; and after the promotion or retirement of the present Assistant Clerk, only one second-class Clerk, at a salary of 300*l.*, increasing by an annual rise of 15*l.* to 450*l.* will be permanently employed there; and such second-class Clerk will have no apartments or any allowances whatever, except the salary above named.

Upon the next vacancy in the office of Private Secretary to the Chief Secretary, the allowance of 100*l.* a year in lieu of apartments in Dublin, will cease, and the salary of 369*l.* a year will, upon the same vacancy, be reduced to 300*l.* a year, without any other allowance.

The Clerk of Disbursements will be required to vacate the house now occupied by him in the Lower Castle

Treasury Minute.

Yard, and to occupy the apartments in the Chief Secretary's Office hereby directed to be vacated by the present Housekeeper; and my Lords are pleased, in consideration of his giving up the house in the Lower Castle Yard, to sanction the payment of a compensation allowance to the present Clerk of Disbursements, who shall in future be called "Superintendent of Messengers and Office Keeper," of 30*l.* a year, to commence on the day he shall vacate his present house; such allowance, however, will cease on the retirement or promotion of the present holder, and will not be subjected to abatement on account of superannuation deductions, nor be included as an emolument in awarding any retired allowance.

My Lords are pleased to sanction the addition of one house maid, at wages not exceeding in the aggregate 41*l.* per annum, as recommended, to the establishment of the Chief Secretary's Office in Ireland, and also to sanction the payment of 15*s.* a week to the coal-porter and gas-attendant, in lieu of the present payments of 26*l.* and 8*l.*, and of all other allowances whatever.

My Lords now proceed to the consideration of that portion of the Report which has reference to the office established for the audit of fines and penalties in Dublin by an Order in Council of November 14, 1850; and on reference to the Fines Act (Ireland), 14 & 15 Vict. cap. 90., they find that the Chief or Under Secretary is authorized to make such regulations as shall seem expedient for carrying the same into effect; and that by the 15th clause the Lord Lieutenant is empowered to charge the Fines and Penalties Fund with the payment of the expenses of audit. My Lords are of opinion that the present establishment of the Office is manifestly incapable of performing the duties required of it, and that it would be extremely objectionable to continue the existence of an independent office for the sole purpose of auditing the accounts of a comparatively trifling sum, the expenses of which office do not appear in the estimates submitted to Parliament, and are not subjected to effectual control and supervision.

My Lords, therefore, concur with the Commissioners in their recommendation, and request that the Chief Secretary will give the necessary directions for transmitting all the accounts of the fines and penalties, the examination of which has not been yet commenced in the

Treasury Minute.

Fines and Penalties Audit Office, with all the vouchers, account-books, and other documents relating thereto, to the Commissioners for Auditing the Public Accounts, and will inform the Officers of the Fines and Penalties Audit Office that the office will be abolished from and after the 31st January 1853, and that their salaries will cease on that date; previously to which my Lords will expect that the whole of the accounts (the examination of which has been commenced by them) shall be completed. My Lords are of opinion that it will not be expedient to allow any deduction from the funds in question for the expenses incurred in the examination of the accounts, or for any other expense connected therewith; but they will sanction the addition to the establishment of the Audit Office of two Clerks in the class of Assistant Examiners for the purpose of examining these accounts, and will nominate for that purpose two of the most efficient of the Clerks now employed on those accounts, upon the recommendation of the Chief Secretary, one of whom should be able to furnish full particulars of the progress made in the examination of the accounts.

My Lords now advert to that portion of the Report in which it is recommended that the Privy Council Office in Ireland should be abolished, and that the business thereof should be transferred to the Chief Secretary's Office.

My Lords approve of the recommendations contained therein, and request that the Chief Secretary will move the Lord Lieutenant to give the necessary directions for transferring the books, records, and business of the Privy Council Office to the Assistant Under Secretary or Chief Clerk for the time being in the Chief Secretary's Office, and for preparing a warrant authorizing such Assistant Under Secretary or Chief Clerk to act as Clerk of the Council, and for administering the oaths to him as such; and state that my Lords propose that the Privy Council Office be abolished from and after the 28th of February 1853, on which date the salaries of the officers attached thereto will cease, and the transfer of the books, records, papers, and accounts should take place, and the duties of the Clerk of the Council be assumed by the Assistant Under Secretary or Chief Clerk, previously to the same date.

My Lords advert to the paragraphs in the Report referring to the contingent expenses of the Chief Secretary's Office, especially to the items of car-hire and newspapers.

Treasury Minute.

My Lords request the particular attention of the Chief Secretary to the large amount of the contingent expenses, and my Lords expect that the superior officers of the department will exercise the utmost vigilance in checking these expenses.

My Lords direct that from the date of the receipt of this Minute no newspapers be allowed at the public expense to any of the officers of the Chief Secretary's Office or of the Convict Department, except to the Chief and Under Secretary, and such newspapers as the Chief Secretary may direct to be filed in the library of the Department or in the Irish Office in London; and my Lords direct that no expenditure be henceforth charged in the accounts of the Irish Office for any newspapers supplied to the Home Office in London or to the Law Department in Ireland, but that newspapers required for the public service of the Home Office be paid for as part of the contingent expenses of that Office, and that newspapers required for the public service by the Law Department in Ireland be charged in the Crown Solicitor's bills.

My Lords also request the Chief Secretary to submit to the Lord Lieutenant that, in their opinion, the undernamed officers of his Excellency's household, viz.,—

The Comptroller,
State Steward,
Master of the Horse,
House Steward, and
State Porter,

ought not to be supplied with newspapers at the public expense, and request that his Excellency will give the necessary directions to discontinue the supply of newspapers to these officers.

My Lords, in considering the Report, observe that the attendance-book required to be kept in every office by the Minute of this Board, dated June 21, 1831, has been discontinued in the Chief Secretary's Office without the sanction of this Board. My Lords direct that the attendance-book be forthwith recommenced, and that it be under the Charge of the Chief Clerk, whose duty it will be to see that it is kept in a regular and exact manner.

My Lords, adverting to the state of the Registry Department of the Chief Secretary's Office, as described in the Report, and to the regulations proposed therein for introducing an improved system of registering the papers

Treasury Minute.

received in the office, are of opinion that the proposed system should be adopted, and they request that the Chief Secretary will take immediate steps to give effect to these regulations, and also to the other regulations proposed in the Report for the proper transaction of the business, and for maintaining the discipline of the office, as contained in the Appendix C. annexed to the Report, viz.:—

General Instructions to be complied with by all the officers and others in the Chief Secretary's Office, Ireland, (with Form No. 1).

Instructions for the Chief Clerk.

Instructions for the registering of papers (with Form No. 2).

Instructions for Heads of Divisions.

Instructions for Superintendent of Messengers.

Instructions respecting attendance.

In giving effect to these instructions, it is to be distinctly understood that Mr. McKenna, the present Assistant Under Secretary, is to undertake at once the duties assigned by them to the Chief Clerk; and my Lords direct that upon the first vacancy in the Office of Assistant Under Secretary that official designation shall be abolished, and the person appointed to fill the vacancy shall have the title and functions of Chief Clerk, with a salary of 700*l.*, increasing by the annual rate of 25*l.* to a maximum of 850*l.*

My Lords are sensible of the very great importance to the efficiency of the office of giving effect to the recommendation of the Commissioners, that the Chief Clerk should in future be selected from the Clerks of the Office; and direct that this their opinion be communicated to the Chief Secretary.

My Lords refer to the memorial of the Clerks in the Chief Secretary's Office, forwarded to this Board by the letter of the Chief Secretary, dated the 10th September 1852, in which they pray that a classified scale of emolument, more liberal in amount, and increasing progressively by length of service in each class, may be substituted for the present scale of low fixed salaries; and my Lords, adverting to the Report of the Commissioners upon this point, concur with them in their opinion that the scheme of salaries increasing by periodical additions laid down at page 4 of their Report, might be adopted in the Chief Secretary's Office, with advantage to the public

Treasury Minute.

service; and they will be prepared to sanction the grant of those rates of salary from the commencement of the first quarter after the whole of the reductions directed by this Minute shall have been effected and the business of the Privy Council Office shall have been transferred to the Chief Secretary's Office, of the completion of which changes the Chief Secretary is requested to inform my Lords.

My Lords request that the Chief Secretary will cause a complete statement of the particulars required by the amended superannuation form, showing the age, length of service, &c., of every person whose office is hereby directed to be abolished, to be transmitted forthwith to my Lords, in order that my Lords may decide upon the amount of retiring or redundant allowance to be awarded to each of them in accordance with the provisions of the 4 & 5 Wm. IV. c. 24, as recommended by the Select Committee appointed by the House of Commons to inquire into Sinecure Offices in March 1835.

Transmit a copy of this Minute to the Chief Secretary for Ireland, and request that he will move the Lord Lieutenant to give effect to their Lordships' wishes, as expressed therein.

Transmit a copy of the Report and of this Minute to the Commissioners of Audit for their information and guidance, and state that when the accounts of fines and penalties levied in Ireland shall have been transmitted to them, my Lords will be prepared to sanction the transfer of two Clerks from the Fines and Penalties Audit Office to the class of Assistant Examiners in their office.

Also transmit a copy of the Report and Minute to the Paymaster of Civil Services in Ireland for his information and guidance, and inform him that the salaries and allowances received by the following officers in the Chief Secretary's Office, Dublin, are to cease on and after the 31st December instant:—

The 1st Assistant Clerk.
The 2d Assistant Clerk.
The 4th Assistant Clerk.
The principal Messenger.
The four Riding Messengers.
The six Office Messengers.
The Housekeeper.
One Office Cleaner.
The allowances of 26*l.* and 8*l.* to the Coal Porter.

Treasury Minute.

The allowance of 110*l.* to the Messenger attending the Chief Secretary in Dublin.

The allowance of 20*l.* to the Librarian; 45*l.* to a Clerk for preparing the Criminal Tables, and 30*l.* to a Clerk for preparing the Municipal Returns.

And the allowance of 100*l.* to the Deputy Clerk of the Privy Seal is to cease on the promotion or retirement of the present holder, Mr. F. Bessonet.

The salary of the Private Secretary to the Chief Secretary is to be reduced upon the next vacancy to 300*l.*, and the allowance of 100*l.* for apartments is also to be discontinued on the same vacancy.

The following allowances are to commence on the 1st January 1853:—

To two Messengers, 100*l.* each.

To two Messengers, 75*l.* each.

To four Messengers, 60*l.* each.

One housemaid, 41*l.*, to include all allowances of board wages.

One Coal Porter at 15*s.* per week.

To a Messenger attending on the Chief Secretary in Dublin, an allowance of 5*s.* for every day so employed in Dublin.

The whole of the salaries and allowances paid to the Officers employed in the Privy Council Office, Ireland, are to cease on and after the 28th February 1853.

The salaries and allowances paid to

The Chief Clerk,
The Counsel, and
To one Messenger (120*l.*),

in the Irish Office, London, are to cease on and after the 31st January next.

And my Lords desire that their Solicitor be instructed to discontinue from the same date the payment of the allowance of 100*l.* which is at present paid to the Counsel of the Irish Office from the grant for Law Charges.

BOARD OF TRADE.

Report.

Recent additions to the business of the Board of Trade.

THERE is probably no department of the Government to whose functions so many and such important additions have recently been made, as the Board of Trade. While, however, these additions have been of such a nature as almost entirely to change the character of the Department, its constitution has not as yet been revised with a view to the efficient discharge of its new duties. Originally designed for consultative purposes, it was organized in a very different manner from the executive offices; and the arrangements made for the transaction of its business have not been such as are suitable to the management of administrative details.

Of late years, however, a large amount of executive business, very important and very various in its nature, has been assigned to this Department. Thus in 1832 it was charged with the duty of collecting and publishing Statistical information; since 1840 it has exercised a more or less minute control over the Railway Companies; about the same time the Government School of Design was placed under its superintendence; the Office for the Registration of Designs, and that for the Registration of Joint Stock Companies, have also been attached to it; and within the last two years a new and most important addition has been made to its functions by the Acts for the Regulation of the Merchant Shipping of the country, for the winding up and determination of the Merchant Seamen's Fund, and for the inspection of our Steam Navigation.

As each of these subjects has been successively assigned to the Board of Trade, some provision has been made for supplying the machinery required to deal with it: but this has generally been done by adding to the Department either some new officer, or some subordinate Board, specially charged with the management of the new business, and not by any such general recasting of the office as would render it efficient as a whole for the discharge of all its functions.

The result has been, that a large amount of business has been heaped upon the responsible heads of the

Report.

Department, while those below them have had to contend with the evils of want of organization, want of proper definition of their duties, and of their relations to one another, want of a proper distribution of assistance, and many inconveniences, some almost of a mechanical nature, arising from the want of consolidation. The public, in the mean time, has to bear a heavy charge for the establishment and maintenance of separate Departments which might be united in such a manner as to produce both greater economy and greater efficiency.

Its division into Departments.

In the building now occupied by the Board of Trade there are four distinct Departments, each with a separate system of Registry, a separate staff of Clerks, and even a separate staff of Messengers. There is no security against a correspondence with another office being carried on by two Departments at once upon the same subject, each being wholly ignorant of the line taken by the other, and perhaps adopting one quite inconsistent with it. There is no provision for supplying one Department during a press of work with assistance from another; and although there is no reason to doubt that such assistance would willingly be afforded in case of need, it can only be asked as a favour, and consequently with hesitation. The accommodation is badly arranged; for, as new officers have been added, they have taken the unoccupied rooms, and in consequence the latest comers are very inconveniently placed. The officers of the Railway and Mercantile Marine Departments are scattered all over the building, the chief officers being three stories below the Clerks, and much time being consequently wasted in communicating with them. The libraries are crowded with Clerks, in no way connected with or responsible for the care of the books, so that no assistance is rendered to persons searching for information, and no control is exercised over the removal of volumes. Other inconveniences will be noticed in the course of this Report.

The Departments which actually occupy the present office of the Board of Trade are,—1st, the General Department; 2nd, the Statistical Department; 3rd, the Railway Department; and 4th, the Mercantile Marine Department. The Statistical and Railway Departments have lately been nominally consolidated with the General Department.

Offices connected with it.

The other offices in connexion with the Board are,—5th, the Corn Office, in Palace Yard; 6th, the Registrar of Joint Stock Companies, in Serjeant's Inn; 7th, the

Registrar of Designs, in Whitehall Place; 8th, the Registrar of Merchant Seamen, in Thames Street; and 9th, the Department of Practical Art, at Marlborough House. *Report.*

Of these latter Departments we recommend that the Corn Office only should be abolished as a separate establishment, and that its functions should be transferred to the Statistical Branch of the Board of Trade, with which the course of legislation of late years has tended to draw it into closer connexion. The other offices which we have named will properly continue distinct, and the communication with them will fall into the general business of the Board. The duties of the three offices of Registration are simple and well defined, and can best be discharged beyond the walls of the Office. The Department of Practical Art has not come within the range of our present inquiry.

Principles of Organization.

We proceed, therefore, to explain the mode in which the business of the first five Departments which we have named, (the General Department, the Statistical Department, the Railway Department, the Mercantile Marine Department, and the Corn Office), can best be transacted. We are of opinion that this business admits of consolidation, and that it may properly, efficiently, and economically be carried on by a single well-organized Department. In considering the organization of such Department, we have laid down for ourselves the following principles:—

There should be a due subordination of all parts of the work to a chief authority;

There should be a proper division of the work which has to be performed;

There should be uniformity of system in the transaction of every part of the business;

There should, as far as possible, be a clear distinction between work of an intellectual and work chiefly of a mechanical character; and those persons who are qualified for the former should not be charged with the latter, beyond a very limited extent.

We are aware that the actually existing state of things renders it impossible at once to place the Department on what we think the proper footing for giving effect to these principles; but we think it will be most convenient that we should, in the first place, state what we consider abstractedly desirable, after which we propose to offer a few suggestions applicable to present circumstances.

1. Subordination.

First, then, as to the due subordination of the office.

Report.

The President and Vice-President.

Although the chief authority in the Board of Trade is nominally vested in a Committee of Privy Councillors holding high offices in the State, the real responsibility for its proceedings rests with only two of them, namely, the President and the Vice-President of the Committee. As the relations of these two officers to each other, and the mode of dividing between them the business of the Department, do not fall within the scope of our inquiry, we do not propose to offer any suggestions on the subject; and in all our recommendations with respect to the relations of the subordinate officers to their chiefs, we shall speak only of the President as the head of the Board, and must be understood as including the Vice-President with him under that denomination.

Joint Secretaries.

The mode in which the business is transacted and brought under the notice of the President, varies at present in each Department of the Office. The general business is conducted under the direction of two Joint Secretaries, of equal position and authority, each of whom is formally responsible for the whole of it, though in practice particular subjects are assigned to each, according to a division of the work which appears to us rather arbitrary than founded upon a clear principle. The business, indeed, does not seem to be of a nature to admit of a very accurate division. It is very miscellaneous, and the subjects which fall within its range assume various aspects at different times. The principle of division which has usually been laid down, is that of giving to the one Secretary what is called the legal business, and to the other what is called the commercial business; but although there are undoubtedly certain subjects which exclusively require the attention of a person versed in the law, there are scarcely any important commercial questions in which legal knowledge is not sooner or later required, and on which the assistance of the Legal Secretary may not have to be called in. This, perhaps, takes place after the correspondence on them has proceeded to a considerable length, and the Legal Secretary is obliged, when called upon for his aid, to devote some time to making himself master of what has already been done. Some years ago, when the business was disposed of at Board Meetings, held twice in the week, at which both the Secretaries were present, the Legal Secretary was kept informed of the state of the whole business of the Office, and could readily give his assistance in any part of it; but the increase of the

work has rendered the Board Meetings inconvenient, and they have been abandoned. The practice now is for the Registrar to open the letters of the day, and to assign them to one or other of the Secretaries, according to the nature of the subject; and the Secretary to whom they are so assigned communicates with the President respecting them, and gives instructions for disposing of them, without necessarily conferring with or acquainting his colleague, who may thus remain in ignorance of matters which it concerns him to know. *Report.*

In the Department of Mercantile Marine the work is carried on by a regularly constituted Board, consisting of a Naval officer, an officer belonging to the Merchant Service, and the Secretary, a civilian. The letters are opened by the Secretary, and laid by him before the Board, which discusses and makes orders upon them, after which the Secretary acts upon the instructions he has received. In ordinary cases the proceedings of the Board are taken without communication with the President; but when any matter of importance arises, his attention is called to it, and his decision is superior to the authority of the Board. The Joint Secretaries of the General Department see only such portions of the business as the Mercantile Marine Board may desire to consult them upon; and although one of them is nominally charged with the superintendence of the Department, he is not kept regularly informed of what is passing in it. However suitable this system may have been for the establishment of a new Department, and the settlement of first principles for the conduct of its business, it does not appear to us well calculated to secure efficiency for executive purposes; and it is, moreover, inconsistent with that principle of subordination to responsible authority which we regard as so important. A Board is always a cumbrous machine for the despatch of executive business; and when the decisions of the Board itself are not final, but liable to reversal by a superior authority, it is difficult to see what advantage can be derived from maintaining it. The division of responsibility to which it necessarily leads, is also a serious objection to it. The subordinate Board, its Secretary, and the Secretary to the General Department, are all more or less accountable to the President for the conduct of the business; and in the event of any error being committed, it is difficult to fix with accuracy the proportion of blame to be thrown upon each. In all Executive Departments the arrangement of

Board of Mercantile Marine.

Objections to its constitution.

Report.

the responsible offices should be in regular subordination, and there should always be the means of calling a particular individual to account for his own share of the business, and allowing him no opportunity of sheltering himself by pleading the authority of any one but the person to whom he is immediately responsible.

Railway Department.

The business of the remaining Department of the Board of Trade—the Railway Department—affords a good example of the proper application of the principles we have recommended. One of the Joint Secretaries to the General Department is charged with the superintendence of the Railway business, and is responsible to the President for its accurate discharge. The management of the details is entrusted to an Assistant Secretary, who examines the correspondence of the day, prepares the information necessary for arriving at a decision, and brings the whole of the important business in a convenient shape before the Chief Secretary, who gives him instructions upon which it becomes his duty to act. The Assistant Secretary disposes, on his own authority, of matters of smaller moment, and takes such intermediate proceedings in preparing a question for the decision of the Chief Secretary as his experience suggests; but he is distinctly responsible for any error to the Chief Secretary, as the latter is, in his turn, responsible to the President.

System proposed.

It is plain that the first step towards placing the Board of Trade on a thoroughly efficient footing, must be the removal of these discrepancies in the practice of its several Departments, and the establishment of an uniform system for the whole. For such a system the present Railway Department appears to furnish an excellent type. There should be one Chief Officer to whom the President can turn for information with respect to any part of the business, and who is to be held responsible for the proper discharge of the whole. He should be assisted by competent persons in each subordinate Department upon whom he can rely for faithfully transacting matters of routine, and for bringing before him in a convenient form all such as require his especial notice and decision. The extent to which such Assistant Secretaries should be trusted to manage the business of their Departments will depend upon the judgment which the Chief Secretary may form of their abilities and trustworthiness. The relations at present subsisting between the Joint Secretary under whom the Railway Department is placed, and the Secre-

tary to that Department, afford the best illustration of the system which we would recommend. *Report.*

The second point to which we wish to call attention, is the proper division of the business. 2. Division of business.

From what has already been said, it is obvious that the Office will naturally divide itself into three Departments, viz.:

1. The General Department;
2. The Railway Department; and
3. The Department of Mercantile Marine.

At the head of each of these we would propose to place an Assistant Secretary, holding the same position which the Secretary to the Railway Department at present fills. To the first, or General Department, would be assigned the statistical business, including the preparation of the corn returns, and all the miscellaneous business, of whatever kind, which is not included in the provinces of the Railway Department or the Department of Mercantile Marine. It would, in short, embrace the whole of the business which belonged to the Board of Trade before the addition of its executive functions. As this Department would include a much larger proportion of matters requiring deliberation than the other two, it is the one which would probably occupy the greatest share of the attention of the Chief Secretary, except at times when special legislation or very important business happened to be in progress in one of the others.

We propose that the Assistant Secretaries should be brought into regular and frequent communication with the President on matters connected with the business of their own Departments, which we believe may take place without in any way weakening the legitimate authority, or diminishing the responsibility of the Chief Secretary, who will be generally charged to look to the proper working of the whole machinery of the Office. On the other hand, we do not propose to establish such exclusive relations between the Assistant Secretaries and the President as should at all interfere with his directly communicating at any time with any Clerk or other Officer on the Establishment, whom he may think fit to call for. Our desire is simply to provide for the due recognition of the especial responsibility of the Assistant Secretaries for the correspondence of their own Departments. Communication with President.

But besides these three Departments, there are certain officers who ought, in our opinion, to be appointed to act

Report.

under the Chief Secretary without being attached to any particular Department. Besides the Registrar and Librarian, of whom we shall speak presently, there would be the Legal Assistant, the Accountant, and the Inspectors employed under the Railway Acts and the Acts connected with the Mercantile Marine Department.

Legal Assistant.

The office of Legal Assistant is one which was formerly attached to the General Department; but it has not been filled for the last three years. There is, however, a Legal Assistant, with a salary of 350*l.*, increasing to 500*l.* a year, at present attached to the Railway Department. We are of opinion that his services should be made available for the whole office. It has generally been thought necessary that one of the Joint Secretaries to the Board should be a lawyer; and there is no doubt that a large proportion of the work is of such a character that it cannot be properly executed except by a person possessing a considerable amount of knowledge in certain branches of the law. The management of the subordinate departments of Railways and Mercantile Marine, also requires the assistance of persons acquainted with the law relating to them. It does not, however, appear to us to be either necessary or desirable that the principal officers of the Board should be taken from the ranks of the legal profession. Other qualities, besides a mere knowledge of law, are required in them, and it is very desirable that they should, if possible, have had official and departmental experience before being intrusted with the conduct of important business. It is even still more important, with reference to the general efficiency of the Office, that the subordinate members of it should have a reasonable prospect of rising by assiduity and attention to the higher positions, and should not be exposed, after a long period of service, to the mortification of seeing those positions filled by persons freshly drawn from the ranks of another profession, and possessing no qualifications superior to their own, except that of technical knowledge of the law. We believe that not only may opportunities be afforded by proper regulations to all members of the office for acquiring a competent acquaintance with those branches of the law with the administration of which they are concerned, but that an officer who thoroughly does his duty in the execution of the various acts connected with his Department, must of necessity acquire an intimate acquaintance with and understanding of those acts, and that

his deficiency in technical knowledge may be supplied by the appointment of a single Legal Assistant, regularly educated as a Barrister, whose services would be at the disposal of the whole Office, under the immediate direction of the Chief Secretary. *Report.*

The Accountant.

The office of Accountant, again, is one which exists in connexion with a particular Department; that, namely, of Mercantile Marine, which is undoubtedly the one for which his services are most required. There is, however, no reason why they should not be made available for the whole Office. We recommend that this change should be at once made in his functions, and that he should be charged with the general supervision (under the direction of the Chief Secretary) of the regular and contingent expenses of the Office. He should be the officer authorized to sign cheques, and no payment should be made under the head of contingent expenses except by his signature. He should also prepare the quarterly statement of the salaries of the Office, and forward it to the Paymaster-General for payment.

Inspectors of Railways and Naval Assistants.

With regard to the Inspectors of Railways, and the professional members of the Board of Mercantile Marine, we recommend that their position should be distinct from that of the Secretaries to the Departments with which they are respectively connected; that they should not be burdened with the details of the general correspondence, but that they should act as Professional Assistants to the President and Chief Secretary, for the purpose of inquiring into and reporting upon all matters which it may be found necessary to refer to them, and should be prepared to undertake such inspections, surveys, and inquiries, as may be at any time called for. Considering the variety and importance of the occasions on which the Board of Trade has to exercise functions requiring engineering or nautical knowledge, we think it highly necessary that there should be an efficient and distinguished staff of referees, to whom the President may at all times have recourse. We believe that this staff should consist of not less than three officers of Engineers, and two officers from the Royal Navy or Merchant Service. The position and salaries of all these officers should be on the same footing, and they should take rank according to their seniority in the service of the Department. It will be observed that we recommend the addition of one to the present staff of Engineers in the employment of the Office. This addition is required,

Report.

partly in consequence of the duties recently assigned to the Board by the Act placing the Metropolitan Waterworks under its superintendence. There has, however, always been employment for more than two inspectors, and till very recently there was a third Engineer officer, holding the office of Assistant Secretary, whose services were available for inspections and inquiries. This arrangement has been discontinued; but we believe it is necessary that it should be resumed, and we propose that one of the Inspectors whose appointment we recommend, should assist the Secretary when required, so as to bring matters back to their former footing.

3. Uniformity of system.

The next point for consideration is the mode of ensuring uniformity of system throughout the Office.

For this purpose it appears to us to be essential that the registration of all the Departments should be consolidated and placed under the direction of one person. We do not think it desirable that the whole of the correspondence should be registered in a single book, but we think that it should be registered upon a single system and under the superintendence of a single Chief Registrar.

Form of Register.

We have already suggested to the officers having charge of the several registers, a form which may conveniently be adopted in all; and we have also proposed a plan, which Mr. Cardwell has approved, for bringing an account of the business of the whole Office under the daily notice of the President. According to this plan, there will every day be laid before him, in a convenient form, a summary of all the papers registered in each Department on the day before, together with the name of the Secretary or other officer to whom each has been assigned. The same form will come before him again, after the interval of one week, with a short notice of the manner in which every paper has been disposed of. It will be one of the duties of the Chief Registrar to see that these forms are accurately filled up, and regularly transmitted to the President. He should also, in concert with the several Assistant Secretaries, arrange an uniform system of keeping the minutes of each Department, and he should further be charged with the duty of keeping up and regularly bringing forward the lists of arrears, which ought to be continually kept in every Department. To these functions should be added, that of maintaining a good index to the information contained in the minutes and correspondence of the Office; and in order to make the Registrar's Depart-

Duties of Registrar.

ment as complete a depository as possible of the whole lore of the Office, we would annex to it the offices, which have sometimes been separately provided for, of the Précis Writer and the Librarian. It should be the duty of the Registrar, not only to keep up the supply of books required for the library, but to make himself so far master of their contents as to be able to direct the chiefs of the Office to the best sources of information in connexion with any particular subject which they may have in hand. He should also prepare, or cause to be prepared by the Clerks acting under his directions, any memorandum which may be required to elucidate questions under consideration, and he should collect any information which he may be called upon to furnish. *Report.*

Duties of Clerks.

In order to enable the Registrar to perform the important duties which we propose to assign to him, he must be furnished with proper assistance; and both for this reason, and because it will tend to uniformity in the conduct of the general business, we recommend that the whole staff of the Clerks should be placed under his immediate directions, and that he should be directly responsible to the Chief Secretary for their regular attendance and the satisfactory discharge of their duties. We do not consider it necessary to name any particular hours for the Clerks coming to or leaving the Office. They must, of course, be called upon to give the usual attendance of six hours or more if required, and the Registrar must take care that a sufficient number are at the Office early enough in the morning to receive and register the letters of the day before the arrival of the superior officers. He will also see that some of the Messengers are always at the Office by the time that the letters are delivered by the postman.

It will be competent to the Chief Secretary, in cases where he thinks fit, to assign particular Clerks to the service of particular Departments; but in general we consider, that when assistance is required in any Department, the Assistant Secretary should furnish the Registrar with the proper instructions, and the Registrar should employ such Clerks as he thinks fit to carry them into effect. In this way an opportunity will be given to the Clerks of learning the business of the whole Office, a point which we regard as one of great importance. It will also tend to assist in the attainment of the last point which we have mentioned as fundamental, namely, the

Report.

proper distinction between work of an intellectual and work chiefly of a mechanical character.

Copying Department.

It may hereafter be considered, whether arrangements may be made for the establishment of a single copying Office for the assistance of all the Government Departments in the neighbourhood of Whitehall; but this is a question beyond the scope of our present inquiry, and even if it were decided in the affirmative, the establishment within each Office of the principle of distinguishing these two descriptions of labour would be a great step towards it, and it would still be necessary in such an Office as the Board of Trade to make special provision for the performance of many functions, requiring in those who are to discharge them little more than accuracy, diligence, and a knowledge of the simplest rules of composition and of arithmetic. It will probably be sufficient to point to the duties of the Statistical Department as affording an illustration of our meaning.

We propose, then, that the Registrar should have under his direction two distinct classes of Clerks, the one drawn from those ranks of society which usually furnish the supply of persons for the higher appointments in the Government Offices, the other from among persons of a humbler sphere, who have not had the advantage of a liberal education, and who do not look to rise above the rank of persons of their own class employed in private establishments.

Examination of Copyists;

We recommend that both the Clerks and the Copyists should undergo an examination previously to their appointment. In the case of the Copyists it would only be necessary to make trial of their handwriting, their general intelligence in deciphering what is given them to copy, their acquaintance with the first rules of arithmetic, and their familiarity with the ordinary principles of composition. Such an examination as the permanent extra Clerks employed by the Treasury undergo, would meet the requirements of the case.

of Clerks.

With regard to the examination of the Clerks, or superior class of Officers, we do not desire to lay down any very minute regulations; but we consider that it should be of such a nature as to show whether the candidate has had a liberal education, and whether he is personally intelligent. We would recommend that the precise form of the examination should, in a great measure, depend upon the nature of the candidate's previous studies.

Certain qualifications should, of course, be insisted upon as indispensable, particularly a knowledge of arithmetic as far as vulgar and decimal fractions, an acquaintance with at least one foreign living language, and a general familiarity with the rules of English composition. Other subjects might advantageously be introduced; some acquaintance with the law, for example, would be an undoubted recommendation for gentlemen who look forward to rising in the public service. We abstain, however, from going into further details; but we cannot avoid expressing our opinion, that the whole subject of the examination of candidates for public employment is well worthy of consideration, and that it would be of great advantage if a proper system were devised, and a Central Board of properly qualified examiners appointed, without whose certificate no persons should be placed on the public establishments. *Report.*

Age of admission.

We are further of opinion, that the age at which Clerks should be admitted to the Board of Trade should be between eighteen and twenty-five, and that none should be eligible beyond those limits, unless in cases where they may be drawn from other public departments. They should be subjected to a medical examination, in order to ascertain that they have no bodily ailment likely to incapacitate them for service. They should also, in cases where they are not personallyknown to the President or Chief Secretary, be required to produce satisfactory certificates of character. Lastly, the first year after their appointment should be one of probation, and the Registrar, and such of the Assistant Secretaries as have had opportunities of observing their qualifications, should transmit to the Chief Secretary once in three months a written report on their conduct and abilities, somewhat like that now quarterly made by the chiefs of subdivisions in the War Office.

Medical examination.

Certificates of character.

Probation.

Number of Clerks.

The Clerks of the superior order should, we think, be few in number. They would be relieved of the great mass of mechanical work, including the copying, the summing up of statistics, the posting of accounts, and much of the labour of registering, which functions would devolve upon the Copyists. At their first appointment they should be employed by the Registrar in indexing, registering, and such other work as will give them a general insight into the business of the Office; and it

Their employment.

Report.

should be an object throughout their career, to give them as many opportunities as possible for acquainting themselves with all parts of that business, by assigning them to different departments in succession. It would be desirable that the Registrar should keep some record of the manner in which each Clerk has been employed, and should once or twice in the year submit it to the inspection of the Chief Secretary; such record would be additionally valuable if the Assistant Secretaries were to state upon it the amount of assistance which each Clerk has shown himself capable of rendering, or were in some way or other to distinguish those who have proved themselves most useful.

Classes and salaries of Clerks.

We consider that the staff of Clerks should be ultimately divided, as at present, into two classes, of which the junior should receive salaries commencing at 100*l.* a year, and rising by 15*l.* to 300*l.*; the annual increase of 15*l.* to begin immediately after the year of probation, instead of being postponed for three years, as at present. The senior class should consist of not more than six members, and receive salaries commencing at 300*l.*, and rising by 20*l.* a year to 600*l.*; but as we are anxious that a new senior class on these conditions should be at once created, and as it cannot comprehend all those who compose the present senior class, we consider that there must for the present be three classes, viz., the junior class, the existing senior class, and the class which we propose to form. These will be gradually reduced to two, as the members of the existing senior class are either promoted for merit, or leave the service. The Junior Clerks should not be drafted into the existing senior class, but should look to promotion by merit into the new class which we propose.

Promotion by merit.

This new class of seniors should be formed and maintained by the selection of persons to be promoted into it from considerations of merit only, without reference to length of service *as such*. Length of experience gives a great advantage to those who profit by it; and where the fruits of experience have not been reaped in a long course of service, that very fact must tell as a disqualification. In making the selection, due regard must be had to the nature of the services required; and if it should at any time happen that no one among the juniors possesses the necessary qualifications, the appoint-

ment must, of course, be filled from without the Office; but this, we hope, will never happen. *Report.*

We now proceed to state in detail the model which we would propose for the establishment of the Office, adding in each case the salary which we recommend. Proposed Establishment.

1. *The Chief Secretary.*
   Salary to begin at 1,500*l.*, and to rise by 100*l.* a year to 2,000*l.*
2. *His Private Secretary.*
   To be chosen from among the Junior Clerks, and to have 150*l.* in addition to his salary as Clerk so long as he holds the appointment, which will be dependent on the Chief Secretary personally.

3, 4, 5. *Three Assistant Secretaries.*
   Salaries to begin at 700*l.*, and to rise by 50*l.* a year to 1,000*l.*

6. *Registrar and Librarian.*
   Salary to begin at 600*l.*, and to rise by 25*l.* to 800*l.*

7—12. *Six Senior Clerks.*
   Salaries to begin at 300*l.*, and to rise by 20*l.* to 600*l.*

13—20. *Eight Junior Clerks.*
   Salaries to begin at 100*l.*, and to rise by 15*l.* to 300*l.*

The Copyists.
   The number to be employed must depend upon the amount of work to be done.
   A fixed number should be employed at regular salaries, commencing at 80*l.* per annum, and increasing by 5*l.* a year to 180*l.* In certain special cases of more than usual merit, they may be transferred into a higher class, commencing at the rate they are actually receiving, and advancing by 10*l.* a year to 250*l.*

Besides this Establishment there would also be

Five Inspectors.
   Of whom three would be Officers of Engineers, and two Naval or Merchant Captains.
   Salaries to begin at 500*l.*, and to rise by 50*l.* to 800*l.*

A Legal Assistant.
   Salary to begin at 500*l.*, and to rise by 25*l.* to 700*l.*

Report.

An Accountant.

Salary to begin at 500*l.*, and to rise by 20*l.* to 800*l.*

Expense of proposed and present Establishments.

We calculate the total expense of this Establishment, exclusive of the copyists, at a minimum of 10,750*l.*, rising to a maximum of 17,300*l.* About 1,200*l.* should, perhaps, be taken for the Copying Department, making the mean expense 15,300*l.*

The minimum of the Establishment, as it at present exists, is 18,040*l.*, and the maximum 23,030*l.*, giving a mean expense of 20,535*l.*

The Clerks on the present Establishment are badly remunerated, the promotion is slow, the rise of salary small, and the hopes of succeeding to any of the greater prizes of the service extremely slight. The plan which we have proposed, and which we believe will conduce both to efficiency and to economy, will improve the position of the Establishment both in respect of present emolument and of future prospects.

Changes required to effect it.

A comparison of our scheme with the existing arrangement will be found in the Appendix to this Report, from which it will appear that we propose to effect this improvement by means of the following alterations and reductions:—

1. The substitution of a single Chief Secretary, for the present Joint Secretaries.
2. The combination of the office of Superintendent of the Statistical Department with that of the Assistant Secretary for the commercial business.
3. The union of the offices of Registrar and Librarian.
4. The discontinuance of the Second Assistant Secretary in the Railway Department.
5. The consolidation of the Corn Office with the General Department.
6. The reduction of the number of Clerks, which can be effected in consequence of the transfer of the mechanical work to the Copying Department.

We do not, of course, suppose that all these alterations can be made immediately. As regards the greater part of them, it may be sufficient that they should be borne in mind, with a view to effecting them as opportunities offer. There are, however, some cardinal points upon which we think there should be no delay.

Report.

The whole Establishment of the General Department, the Statistical Department, the Corn Office, the Mercantile Marine Board, and the Railway Department, should be at once consolidated.

Necessity for immediate adoption of some of them.

The position of the Assistant Secretaries to the two latter Departments should be defined; and they should for the present be placed in the same relation to the Joint Secretaries as they are hereafter to occupy towards the Chief Secretary.

The Registration Department should at once be placed on its proper footing; and we cannot do otherwise than strongly urge the necessity of effecting an immediate consolidation of the offices of Registrar and Librarian. This step is, we think, essential to the fair development of the new system. The Registrar is the pivot upon which the whole arrangement turns; and while other changes may without injury be delayed, there is absolute need of this officer's being placed, at the very outset, in the position which he is permanently to hold.

The gentlemen at present holding the separate offices of Librarian and of Registrar are, in their several ways, highly meritorious officers. Mr. Bowring is already known beyond the walls of the Office as a rising public servant of great promise. Mr. Noyes has passed through a long period of service, extending over not less than forty-three years; in the course of which he has merited and received the approbation of the superiors who have in turn been placed over him. We are ourselves able to bear high testimony to the manner in which he conducts the business of his Department; and if we have recommended some alterations in the system hitherto pursued, we have done so not from any wish to disparage the former practice, but because the changes which have recently been introduced into the business of the Board of Trade have materially altered the character of the Department itself, and rendered necessary a corresponding alteration in the management of many of its details. Whilst, then, we feel bound to urge the importance of an early re-arrangement of the Registrar's Department, we must leave it to the President to decide in what manner it ought to be effected.

The number of Clerks at present employed considerably exceeds that which we have proposed as likely to be eventually required. We do not recommend any immediate reduction in their number; but we think it highly desirable that the President should at once proceed to

Report.

constitute the new class of seniors, to consist of six gentlemen chosen for merit only out of the entire staff of the Office, including those persons who are not at present reckoned as Clerks, but hold what are commonly called Staff appointments. The salaries of those who are selected should immediately begin at 300*l.* or at such higher amount as any of them may actually be receiving, and should rise by an annual increment of 20*l.* to the maximum of 600*l.* The salaries of the remaining Clerks should continue as they are, except that the annual increment should be at once raised from 10*l.* to 15*l.* This will place the juniors on precisely the same footing as they are hereafter to occupy; while the seniors will rise to the maximum which is at present held out to them (500*l.*) by a somewhat more rapid progress.

The following Officers ought also, in our opinion, to be immediately placed upon the new footing in respect both of their position and their salaries, viz.: the Accountant, the Legal Assistant, the Mercantile Marine Inspectors, the Assistant Secretary to that Department, and the Engineer Officers.

While the staff of Clerks continues in excess, the strength required in the Copying Department will, of course, be less; but it may be formed at once, and set to work. The Copying Clerks employed in connexion with the Mercantile Marine Department will furnish an appropriate nucleus.

Appropriation of rooms.

Another matter of pressing importance, and indeed of emergency, is the appropriation of the rooms. This point has already been touched upon, and might be more fully dealt with. There is not at the present time actual room in the Office for the accommodation of the Establishment; and it appears to us absolutely necessary that additional room should be provided. This might either be done by building at the back of the Office, or by an arrangement with the Privy Council Office for the use of some of the rooms at present appropriated to that Department; which arrangement would, in its turn, render necessary the extension of the Privy Council Office in the direction of Downing Street. We abstain from recommending either of these plans, till the requirements of the Council Office shall have been inquired into. In the meantime, it is indispensable that arrangements should be made to meet the present exigency, without waiting for the erection of new buildings. We will therefore content our-

selves with suggesting that the President should proceed in a comprehensive manner, by declaring every room in the Office to be at once and absolutely vacant; and should then, after selecting his own room, and requesting the Vice-President to do the same, assign to the Joint Secretaries the duty of allotting the other rooms with a view to the general efficiency of the Office. Unless the matter is thus broadly dealt with, the customary rights which have been established in particular cases will render it difficult to make a satisfactory arrangement. *Report.*

Messengers and Domestic Establishment.

The same excess of numbers and deficiency of organization which interfere with the efficiency of the Office generally, prevail also among the messengers and Office-keepers. The cause is the same in both cases. We are of opinion that there should only be one Office-keeper for the whole Office, with a salary of 150*l.* a year, and that his wife should act as the Housekeeper, with an additional allowance of 50*l.* The number of the Messengers may perhaps be found to admit of reduction when their services shall have been rendered generally available. They should be divided into three classes as follows:—

3 Messengers for attending upon the President, Vice-President, and Chief Secretary, 120*l.* each.

3 Second-class Messengers, 100*l.* each.

3 or 4 Third-class Messengers, 85*l.* each.

The Messengers should do both in-door and out-door work, and should attend at the door as occasion may require.

No expenditure should be incurred by the Messengers without written authority, which should be obtained through the Office-keeper, and should be included in his account.

We have now nearly completed our suggestions. Before concluding, however, we must draw attention to some particulars requiring alteration.

Objects of the Statistical Department not fully attained.

The Statistical Department, although especially attached to this Office, was originally intended to serve the purpose of collecting and digesting statistical information of all kinds; and it was hoped that its publications would supersede the necessity for a great part of the Returns which are annually ordered on the motion of Members of Parliament. Various circumstances have combined to defeat the latter expectation; amongst which must be reckoned the lateness of some of the publications of the

Report.

Department, and the want of a proper adaptation of the form of others to the requirements of the present day. Perhaps, too, the very voluminous and miscellaneous character of the returns actually presented in one collection may render them less generally useful than they might be if presented in separate portions. It is further to be observed, that since the formation of the Statistical Department, several separate Departments have been established for the particular management of some of the chief branches of our social economy; such as the Poor Law Board, the Committee of Council for Education, the Registrar-General's Office, and the Emigration Office. A large amount of valuable statistics is annually published by these Departments; while some of the older Offices have also undertaken new duties of the same character; such, for instance, as the publication of the Criminal Returns in a greatly improved shape by the Home Office.

Information published in duplicate.

The result is, that a large amount of statistical information is now published in duplicate, thereby causing inconvenience, trouble, and great expense; the cost of such printing being peculiarly high.

Proposed revision of duties of the Department.

We have conferred with Sir Emerson Tennent, the Joint Secretary more especially conversant with this part of the business, and with Mr. Fonblanque, the Superintendent of the Statistical Department, and find them fully alive to the importance of a revision of its duties. We think it desirable that these gentlemen should be instructed to direct their immediate attention to the preparation of a scheme for placing it upon a thoroughly efficient footing, disencumbering it of such work as does not properly belong to the Board of Trade, or is provided for by other Departments; and supplying such omissions, or rectifying such errors, as may be detected in the arrangement of that which falls within its province.

Statistics belonging to various Departments.

We consider that the several Departments of Government should collect the statistical information which is connected with their own business; and that each should publish it separately, but in a form harmonising with that adopted by the others. Thus the Finance Accounts should be published by the Treasury; the Criminal Statistics by the Home Office; the Emigration Returns by the Colonial Office; and other matters should fall to other Offices; leaving to the Board of Trade, the Statistics of Trade and Navigation, of Agriculture, and of Railways.

The Board of Trade, having had great experience and

Report.

acquired much skill in the management of statistics, might also, we think, usefully be employed in communicating with the other departments for the purpose of securing uniformity of action, and for suggesting improvements or additions to the published accounts. We are informed that the improvements which have been made in the Criminal Returns of the Home Office are, in great measure, due to the suggestions of Mr. Porter, the late Superintendent of Statistics.

Savings of labour in trade and navigation accounts,

The work of the Statistical Department in the preparation of the trade and navigation accounts which are laid before Parliament, might, we believe, be materially lightened by an arrangement with the officers of Customs for completing the calculation of the accounts before transmitting them to the Board of Trade, and we recommend that such an arrangement should be made. The saving of labour at the Board of Trade would probably be much greater than the increase of it at the Custom House.

and in corn returns.

We think, also, that the work of the Corn Office might be reduced, and an economical reform effected, by dispensing with the weekly publication of the list of towns at which the corn averages are taken. The weekly publication of the general average, and the quarterly publication of the list of towns, would be sufficient to meet the present requirements of the case.

A favourable opportunity of making these necessary alterations in the Statistical Department is at present afforded, while the office has the advantage of the services of the two Joint Secretaries, and of the Superintendent of the Department itself. The task will be one of importance, and will occupy a good deal of time and attention. When it has once been fairly accomplished, we expect that the future business will not be more than the Assistant Secretary, under whom we have proposed to place it, will be quite able to manage.

Travelling expenses.

We have to call attention to the necessity of regulations with respect to the travelling expenses of the Inspectors when employed on distant services; and we must point out the propriety of discontinuing the payment which is at present made to the Board of Customs as remuneration to their officers for services rendered under the Mercantile Marine Act, and Merchant Seamen's Fund Act. These services now form part of their permanent duties, and should be remunerated by their permanent salaries.

Extra remuneration of Customs officers.

We have carefully investigated, in concert with Mr.

Report.

Accounts of Mercantile Marine Department, how to be kept.

Williams, the Accountant, and Mr. Anderson, the Assistant Paymaster-General, the various heads of income and expenditure connected with the Merchant Seamen's and Mercantile Marine Acts, the Steam Navigation Act, and the Merchant Seamen's Fund Winding-up Act; and we are of opinion that the principle, which has of late years been extensively carried out in other departments, of paying all incidental receipts into the Exchequer, and submitting an estimate to Parliament for the whole of the annual expenditure, should be extended to the numerous and complicated pecuniary transactions arising out of these Acts; for it is only by the adoption of this principle that a simple and exact account can be obtained, and a periodical revision of the whole of the expenditure can be secured. We are, however, of opinion that the actual receipts from fees, contributions, and other sources, for the year ended on the 31st December preceding the date of each estimate, should be separately stated at the foot of the estimate, in order that all persons interested may see that the proper credits have been given, and that data may be furnished for ascertaining how far the fees have answered their object, and whether any reduction may be made in them.

The detailed suggestions we have to make in order to carry out these arrangements, are as follows:—

Nature of these Accounts.

The Accounts of the Naval Department of the Board of Trade, consist of receipts and payments under the following heads:—

1. The Merchant Seamen's and Mercantile Marine Acts.
   Receipts for fees, fines, and sale of forms.
   Payments for salaries and charges of management.
2. Steam Navigation Act.
   Receipts for fees and fines.
   Payments for salaries and fees to surveyors, and expenses of inquiries into causes of shipwreck and accidents to steam-vessels.
3. Seamen's Fund Winding-up Act.
   Receipts for voluntary contributions made by seamen to entitle them to pensions.
   Payments for pensions, salaries, and management.
4. Wages and Effects of deceased Merchant Seamen.

1. Merchant Seamen's and Mercantile Marine Acts.

The receipts and payments are made chiefly through the Shipping Masters, who render their accounts periodi-

cally; at ports where there are local Marine Boards, the accounts are rendered monthly, and at other ports quarterly. Remittances are made to the Bank of England of the balances accumulating in the hands of the Shipping Masters, and are placed to the credit of the account of the Naval Department of the Board of Trade, at the Bank.

In 1852, the gross receipts for fees, &c., amounted to upwards of 30,000*l.*

In these receipts are included fines to the amount of 834*l.*, which are required by the Act to be repaid to the Seamen's Hospital Society.

The payments made in 1852 amounted to about 25,000*l.*

This includes a payment for 1851 of 2,800*l.*, to Her Majesty's Customs, for remuneration to the Collectors of Customs who act as Shipping Masters at ports where there are no Local Marine Boards; but the remuneration to these officers has not yet been paid for 1852, and as much additional labour has been thrown upon them in carrying out the provisions of the Seamen's Fund Winding-up and the Steam Navigation Acts, a larger sum will be required.

There will also be a charge for expenses incurred in establishing a Nautical School in London, and probably for the Sailors' Home at Liverpool.

With reference to the Nautical School, it has been suggested that a grant might be obtained from the Committee of Privy Council for Education.

2. Steam Navigation Act.

The receipts and payments are also chiefly made through the Shipping Masters.

The gross receipts for 1852 were 3,472*l.*

The payments amounted only to 278*l.*, the salaries to Surveyors not having been paid until 1853.

These salaries amount to about 2,000*l.*

3. Seamen's Fund Winding-up Act.

The pensions on the Merchant Seamen's Fund are now paid through the Staff Officers of Pensioners acting under the superintendence of the Secretary-at-War. The exact amount of the Pension List cannot be ascertained until the account is received from the War Office. It is, however, estimated to be about 60,000*l.* per annum.

Report.

By the 27th and 28th Sections of the Act, it is directed that a proportion, to the extent of not less than one-half of this expenditure in any one year, shall be defrayed out of the Consolidated Fund, and the remainder out of the capital and interest of the Merchant Seamen's Fund.

The assets of the Merchant Seamen's Fund received from the trustees, including arrears of dues since received, together with forfeited wages and effects of deceased merchant seamen, interest on securities, and 4,375*l.* for voluntary contributions received from masters and seamen in 1852, amount to 208,840*l.*

Of this sum, 161,820*l.* is invested in several kinds of securities, in the names of W. G. Anderson and T. H. Farrer, Esqrs.; 40,950*l.* has been paid for pensions, &c.; and a balance of 6,070*l.* remains in the hands of Her Majesty's Paymaster-General; a portion of which is required to cover the compensation and remuneration of the late officers of the Trustees of the Merchant Seamen's Fund, &c., sanctioned by the Treasury.

4. Wages and Effects of deceased Merchant Seamen.

By the Seamen's Fund Winding-up Act, the receipts prior to January 1, 1852, are distinguished from the receipts subsequent to that date.

The receipts prior to January 1, 1852, which remain unclaimed at the expiration of three years, become forfeited to the Fund.

The unclaimed receipts subsequent to that date are directed to be paid, at the expiration of seven years, to the Seamen's Hospital Society.

An annuity of 550*l.* per annum is also directed to be paid to this Society for a period of seven years from the date of the passing of the Act.

The amount remaining unclaimed of the receipts prior to January 1, 1852, is 6,634*l.*

Of this sum 2,219*l.* has been forfeited to the Fund, and is included in the assets, leaving a balance of 4,415*l.* unappropriated.

The amount received for wages and effects of deceased seamen, in 1852, was 14,489*l.*

The sums paid amount to 8,583*l.*, leaving 5,906*l.* unclaimed, on December 31, 1852.

Report.

It is proposed—

Proposed mode of dealing with them.

1. That the account of the Naval Department at the Bank of England be closed, and that all receipts and payments be made through Her Majesty's Paymaster-General.

2. That estimates be laid before Parliament of the salaries and other expenditure of the Naval Department of the Board of Trade, and that the payments be charged against the respective votes; and that a note be placed at the foot of the estimate of the salaries and expenses of the Shipping Masters at the ports, and of the expenses under the Steam Navigation Act, stating that the whole sum required by such estimate will be repaid to the Exchequer out of the fees and fines levied under the Merchant Seamen, Mercantile Marine, and Steam Navigation Acts, and stating the amount received from those sources for the year ended 31st December preceding.

3. That in the estimates be included the engagements entered into by the Board of Trade in respect of the Nautical School (if not otherwise provided for) and the Sailor's Home at Liverpool.

4. That an arrangement be made with the Seamen's Hospital Society, in lieu of the fines and the annuity of 550*l.* to which that Society is now entitled under the Merchant Seamen* and Seamen's Fund Winding-up Acts, and the prospective income to arise from the unclaimed wages and effects of deceased seamen.

5. That the 36th Section of the Seamen's Fund Winding-up Act, which gives the unclaimed wages and effects of deceased seamen at the expiration of seven years to the Seamen's Hospital Society, be repealed, and that such unclaimed wages, &c., be annually paid to the Exchequer, reserving a balance to meet such claims as may arise within the statutory period of six years from the decease of the seaman.

6. That the unclaimed wages and effects of deceased seamen received prior to January 1, 1852, remain in the hands of Her Majesty's Paymaster-General, and be paid into the Exchequer yearly as it becomes forfeited, and that any claim which may be established hereafter to such wages, &c., be paid out of the amount of the growing

---

* Note.—If the Mariner's Register Ticket is done away with, the fines under the Merchant Seamen's Act will be considerably diminished.

Report.

receipts referred to in No. 7, before paying the surplus to the Exchequer.

7. That the amount received for voluntary contributions be paid annually into the Exchequer.

8. That the whole amount of the pensions granted and to be granted, be annually voted; and that the amount of the voluntary contributions in the year ending 31st December preceding, be stated at the foot of the estimate for such pensions, as well as the amount of securities surrendered to the Exchequer.

9. That the securities belonging to the Merchant Seamen's Fund, now invested in the names of W. G. Anderson and Thomas Farrer, Esq., be sold, and that the proceeds of such sale, together with the balance of cash belonging to the Merchant Seamen's Fund, be paid into the Exchequer.

C. E. Trevelyan.
Stafford H. Northcote.
20 *March* 1853. J. Booth.

APPENDIX.

Comparative Statement of the Present and Proposed Establishment of the Board of Trade.

PRESENT.	Salary. £	PROPOSED.	Salary. £ £
Two Joint Secretaries, one with a salary of 2,000*l.*, the other with 1,500*l.* - - -	3,500	One Chief Secretary -	1,500 to 2,000
Commercial and Statistical Department.			
Superintendent - - -	800	Assistant Secretary -	700 to 1,000
Assistant - - -	450		
Second Assistant - -	350		
Comptroller of Corn Returns -	500		
Deputy Comptroller of ditto -	400		
Railway Department.			
Secretary - - -	1,000	Assistant Secretary -	700 to 1,000
Assistant Secretary - -	300		
Legal Assistant - -	410	Legal Assistant to Office	500 to 700
Registrar - - - -	455		
Two Inspectors of Railways -	1,400	Three Inspectors (each)	500 to 800
Mercantile Marine Department.			
Two Captains, Mercantile Marine Board - - -	1,200	Two Inspectors (each) -	500 to 800
Secretary to ditto - -	800	Assistant Secretary -	700 to 1,000
Accountant to ditto - -	800	Accountant to Office -	500 to 800
Librarian and Précis Writer -	300	Registrar and Librarian	600 to 800
Registrar - - -	720	6 Senior Clerks (each) -	300 to 600
9 Senior Clerks (each) -	300 to 500	8 Junior Clerks (each) -	100 to 300
14 Junior Clerks (each) -	90 to 300	Copying Department.	
4 Clerks employed in the Mercantile Marine Department, and not on the existing Establishment.		1st division (each) -	80 to 180
		2nd division (each) -	rising to 250
Extra allowance to the Private Secretaries to the two Joint Secretaries - - -	100	Extra allowance to the Private Secretary to the Chief Secretar - -	150

Letter from the Board of Trade, 30 April 1853.

From the Secretary to the Board of Trade to the Assistant Secretary to the Treasury.

Office of Committee of Privy Council for Trade,
Whitehall, April 30, 1853.

I AM directed by the Lords of the Committee of Privy Council for Trade to acknowledge the receipt of your letter of the 22d instant, inclosing a copy of the Report of the Committee of Inquiry upon the Establishment of the Board of Trade, and requesting that my Lords will favour the Lords Commissioners of Her Majesty's Treasury with their opinion upon the several recommendations contained in that Report.

In reply, I am to state to you, for the information of the Lords Commissioners of Her Majesty's Treasury, that my Lords agree with the Committee in their opinion as to the proper constitution of the Office generally with a view to the effective discharge of its executive business.

In respect, however, to the Department of Mercantile Marine, my Lords would observe, that although by the able assistance of the professional Officers, who, under the direction of their Lordships, will continue to superintend that Department, the new and complicated business arising under the Mercantile Marine Act, and under the Steam Navigation Act, has been brought into system, and has become therefore of comparatively easy management, there are two bills now before Parliament, the Pilotage Bill and the Mercantile Shipping Bill, which have passed the second reading without division, and will, if they receive the sanction of Parliament, create a large amount of new duties of a responsible character, and upon which men of high standing in the nautical profession are alone competent to advise the Lords of this Committee.

In one respect the Mercantile Marine Department differs from the Railway Department, to which the Committee have justly adverted in terms of high commendation, viz., that in the Railway Department the office of Assistant Secretary is filled by an Officer of Engineers, who is the head of the professional branch of that Department, while in the Mercantile Marine Department the Assistant Secretary is, and my Lords think ought to be, a civilian.

Under these circumstances, my Lords propose that the business of the Mercantile Marine Department should be conducted in the following manner, viz.:—that under the directions of their Lordships, the whole of the professional business should be divided between the professional officers,

and all letters sent in the first instance through the Assistant Secretary to those officers, to be minuted by the officers to whom they belong, and afterwards brought before their Lordships. *Letter from the Board of Trade.*

The legal business and the financial business of that Department would be transacted by the Assistant Secretary and the Accountant respectively; while for the correspondence of the whole Department, the Assistant Secretary would be responsible to their Lordships.

Subject to this modification, with regard to the Mercantile Marine Department, of the schemes of the Committee, my Lords approve generally of the recommendations contained in the Report, and will be prepared to carry them into full effect so soon as circumstances will admit. In the meantime, my Lords propose at once to place on the new footing the two Professional members and the Assistant Secretary of the Naval Department, the Accountant, and the Legal Assistant. The additional Inspector, whose appointment was sanctioned in your letter of the 15th instant, has been appointed on the new footing.

My Lords propose to unite the offices of Registrar and Librarian, and to appoint to the united Offices the gentleman at present holding the Office of Librarian and Précis Writer. The office of Précis Writer, as a distinct office, it is not intended to retain.

My Lords propose also to appoint to the new class of Senior Clerks, recommended by the Committee, six gentlemen of the Establishment, two of the six being the gentlemen heretofore holding the offices of Registrar in the General Department and in the Railway Department, respectively, another being selected from the present class of Senior Clerks, two from the class of Junior Clerks, and one from the Assistants in the Statistical Department.

In making this selection, my Lords have proceeded on the principle recommended by the Committee, and which their Lordships propose should be invariably acted upon, of making the merit of the Candidates the ground of selection.

One of the gentlemen selected for the new class of Senior Clerks has hitherto been in the receipt of a salary of 720*l*. Adverting to the high terms in which the long service of this gentleman are mentioned in the Report, my Lords propose, with the sanction of the Lords Commissioners of Her Majesty's Treasury, that he should continue in the receipt of that salary,

Letter from the Board of Trade.

My Lords propose to make the services of the remaining gentlemen of the Establishment generally available for the work of the Department, and, so far as additional strength may be required, to appoint persons of the class mentioned in the Report as Copyists, and with the salaries there recommended.

The Clerks who have hitherto been employed in the business of the Merchant Seamen's Fund and the Mercantile Marine Acts, and two other gentlemen who have been employed as supernumeraries, one in the Statistical, and the other in the Railway Department, and none of whom have been considered on the footing of Clerks in the Board of Trade, my Lords propose to place on the footing of Copyists; one of them being at present in the receipt of a salary of 200*l.*, my Lords propose to place in the higher class, and the other in the lower class; two of the latter, in consideration of their past services, and one newly appointed, who has been in the public service at a salary of 120*l.*, my Lords propose should commence at that sum. Another, now in the receipt of 100*l.*, my Lords propose should commence at that sum. The others will comence at 80 .

The new arrangements my Lords propose, should date from the commencement of the present quarter.

One of the Junior Clerks of the Board of Trade having resigned his office during the sitting of the Committee, my Lords abstained from making any appointment in his place, until the report of the Committee should be made; and they do not now intend to fill that office, nor to make any other appointment to the office of Junior Clerks until the number of Junior Clerks is reduced below eight.

My Lords propose also, to abstain from filling any vacancies which may occur in the existing class of Senior Clerks.

I am to request that you will move the Lords Commissioners of Her Majesty's Treasury, to cause my Lords to be informed whether they approve of the arrangement thus proposed.

Treasury Minute on the above:—*May* 3, 1853.

Treasury Minute, 3 May 1853.

Write to the Secretary of the Board of Trade, that my Lords are pleased to fix the permanent Establishment of the Board of Trade at one Chief Secretary, three Assistant Secretaries, and professional and other officers, as recommended in the Report of the Committee of Inquiry;

and they also approve of the several arrangements by which the Lords of the Committee propose to carry the recommendations into effect. *Treasury Minute.*

My Lords concur in opinion with the Lords of the Committee, that should additional strength be required, it should be obtained by the appointment of qualified persons of the class mentioned in the Report as Copyists, and with the salaries there recommended; but my Lords request that, in accordance with the established rule, no addition may be made to the number of persons actually employed in any class in the Office without the previous sanction of this Board; and my Lords entertain a confident expectation, that if every person does his full share of work, the proposed Establishment will, under the improved arrangements now adopted, be amply sufficient for the satisfactory discharge of the whole of the duties which will devolve upon the office.

My Lords are of opinion, that the revision, on the principle recommended by the Committee of Inquiry, of the arrangements under which statistical information is annually published by the Board of Trade, besides being productive of considerable pecuniary saving, will effectually conduce to the important public objects in view; and their Lordships will readily co-operate with the President of the Board of Trade on any point connected with the subject on which their assistance may be required.

With reference to that part of the Report in which the Committee of Inquiry call attention to the necessity of regulations with respect to the travelling expenses of the Inspectors when employed on distant services, and point out the propriety of discontinuing the payment which is at present made to the Board of Customs as remuneration to their Officers for services rendered under the Mercantile Marine Act and Merchant Seamen's Fund Act, which services now form part of their permanent duties, and should be remunerated by their permanent salaries, my Lords request to be furnished with further detailed information, which may enable them to come to a proper decision, in concurrence with the President of the Board of Trade, in regard to the travelling allowances of the Inspectors, and upon which they may found instructions to the Commissioners of Customs in respect to the discontinuance of the payments to their Officers for services connected with the Mercantile Marine Act and Merchant Seamen's Fund Act.

DEPARTMENT OF PRACTICAL SCIENCE AND ART.

Report.

In approaching the question of the proper organization of the Department of Practical Science and Art, it is necessary, in the first place, briefly to define the objects with which this Establishment has been formed, and the nature of the functions which are expected from it.

Objects of the Department.

Public attention having recently been directed to the importance of cultivating a national acquaintance with science and art in their relations with industrial pursuits, it has been determined to establish a system of education calculated to awaken a general interest in the pursuit of these branches of human knowledge, and to give facilities for their acquisition.

Its mode of action.

The mode in which it has been proposed to attain these objects is, the encouragement of schools of science and art in all parts of the country in which an interest can be roused, and the establishment of central institutions in the Metropolis, for the double purpose of training masters for the local schools, and of supplying higher and more advanced instruction in special branches.

Encouragement to local schools.

It is intended that encouragement should be given to local schools in six several ways:

Inspection.

1. A well organized system of inspection and direction, under which head may be included not merely the inspection of the schools when formed, but the giving advice and assistance in their first formation.

Supply of examples.

2. A supply of good examples, models, apparatus, books, and other articles, at moderate prices.

Trained masters.

3. A supply of properly educated masters.

Scholarships, &c.

4. The admission of their students to peculiar privileges at the central institution, either by allowing them access to its collections, books, or lectures, on favourable terms, or by electing them to scholarships and exhibitions, with a view to their studying at it.

Lectures.

5. The delivery of lectures by competent persons at the local schools.

Pecuniary grants.

6. Pecuniary assistance, chiefly in the form of guarantees of masters' salaries.

Local Schools.

In the Section of Science, although there are a few

Report.

institutions receiving some Government aid, which may ultimately be placed upon the footing of local schools, it may be said generally that local schools do not yet exist. In the Section of Art, however, a considerable number of schools have been established in the course of the last fourteen or fifteen years, under the title of Local or Provincial Schools of Design. To these schools, annual grants, varying from 150*l.* to 600*l.* per school, have been made by Parliament, and administered by the local committees of the schools, under the direction and control of the Board of Trade. The course of teaching in these schools has been prescribed by the Government; they have from time to time been visited by a Government Inspector; they have been supplied gratuitously with books, casts, and examples; their masters have, for the most part, been appointed by the Board of Trade; and lectures have been delivered at them by persons selected for the purpose. On the other hand, the localities in which the schools are established have been expected to provide a certain proportion of the necessary funds by voluntary contributions; and the fees charged to the students have also been brought to the aid of the Government grant. The proportion between the Government grants and the receipts from fees and subscriptions, has varied greatly in different places.

Local self-supporting schools.

A system involving so considerable an expenditure on the part of the Government is obviously not suited for indefinite extension. It has accordingly been resolved, besides making alterations in respect of the grants to existing schools, to establish another class of local institutions upon self-supporting principles, in all places where a demand exists for instruction in art. The mode in which the formation of these institutions is encouraged, is, by offering them facilities for obtaining models, examples, and apparatus at a reduced price, and by appointing trained masters to superintend them, whose salary, should the students' fees, or other sources of income, prove insufficient, is guaranteed for one year by the Board of Trade. These advantages are freely conceded in every case in which the regulations of the Department with regard to the local organization, management, and support of the school are complied with.

The principle followed in the establishment of these schools, is applicable also to the establishment of local schools of science.

Report.

Objects of the central Institution.—

The Central Institution in the Metropolis comprises the machinery for developing the system of elementary instruction throughout the country, and for carrying it to a higher point in the case of persons requiring special and advanced knowledge.

In order to convey a correct idea of the working of the Department in these respects, it is necessary to examine its various features in detail.

of Art

First, as regards the development of elementary instruction in Art.—The duties of the Department in this respect consist in stimulating the formation of local schools, in general superintendence of their working, in providing models, examples, &c., for their use, and regulating the mode of supplying them, in training masters, and in sending out lecturers.

Formation and inspection of schools.

The mode in which the first two of these duties are performed, calls for no particular remarks on our part. The system of requiring the Committee of each school to make an annual return to a number of questions as to the state of the school, and to furnish evidence of the progress of the students by sending up specimens of their productions for examination in London, appears to us well adapted to diminish the labour of personal inspection, and in many respects to supply the means of forming a satisfactory judgment. It will, however, always be necessary to visit and inspect the different schools from time to time and proper assistance will be required in the Department for this purpose.

Supply of examples, &c.

As regards the preparation and supply of examples and apparatus, we find great reason to approve of the arrangements which have been made, chiefly, as we understand, by the energy of Mr. Cole, for this important purpose.

It is obvious that nothing can more directly conduce to the encouragement of Art-education than the supply of good examples and apparatus at low prices. It has accordingly been a main object of the Department to improve the quality and reduce the cost of articles of this class, by preparing or assisting to prepare the drawing or explanations of examples, or the text of books, and by making arrangements with proper persons for their publication. The difficulty which has been so often felt of superintending the production and regulating the price of publications, without interfering with the natural course of trade, has been successfully solved, by a system of arrangements with private firms, binding them to produce

Report.

or adopt given works, and to sell them at given prices, the Department undertaking to become the purchaser of a specified number of copies. In the case of drawing materials, colour-boxes, and other apparatus, agreements have also been made with manufacturers of eminence to produce particular articles, at prices far below the rates formerly prevailing, on a similar undertaking by the Department to purchase a certain quantity. These arrangements benefit not only the schools, but the public at large, without in any way giving cause of complaint to the dealers.

The articles thus provided, are retailed at cost price to the students of the central school, and of the local schools, and other affiliated institutions. A limited number, by way of samples, are also supplied at half the cost price to local schools on their first establishment. Whilst highly approving of this improvement upon the former practice of giving such articles gratuitously, we must express a hope that it may shortly be found possible to establish a strict rule of selling nothing under cost price. The success which has attended the alteration that has been made would fully justify its being carried to this extent.

Normal school for training masters.

With a view to providing an adequate supply of properly trained masters, a Normal school is in process of organization at Marlborough House. The Central School of Design at Somerset House was originally intended to make provision for this important object, and to some extent it did so, many of the masters of the local schools having been trained in it. But the Somerset House School was prevented from fairly developing itself, partly by want of sufficient accommodation, and partly by the great pressure of elementary students, to whom no other place of instruction was formerly open. The great advantages which the Department now possesses for the accommodation of a normal school, and the relief which has been afforded to it by the establishment of elementary schools in various parts of the Metropolis, render it possible to place it on a thoroughly efficient footing. We are informed that when this school has been fairly established, it may be expected to derive a sufficient income from the fees of the students to render it independent of direct pecuniary aid from the Government.

Teachers' training master.

The Normal school is intended for the education of masters for the regularly affiliated local schools. It is, however, a part of the plan of the Department to diffuse

Report.

instruction in art as widely as possible through the country; and with this view relations have been established with the National schools and such other educational institutions as are willing to communicate with the Department. Examples have been supplied on favourable terms to these institutions; and in order to increase their utility, provision has been made for the instruction of the teachers of these schools by the appointment of a "Teachers' training master," who gives such instruction in the use of the school examples, and in the principles of teaching art, as circumstances will allow.

Scholarships and exhibitions.

A further encouragement to the local schools is to be found in the establishment of exhibitions for enabling meritorious students to pursue their studies in London. It is proposed by a recent minute of the Board of Trade, that these exhibitions should be paid out of the grants to the several schools.

Besides the exhibitions, there are also scholarships for merit, open for competition to all the students in the Normal school, whether originally drawn from the local schools or not. The holders of these scholarships will be required to devote a portion of their time to attending special lectures and classes, with a view to acquiring technical knowledge.

Lectures.

Courses of lectures continue to be given on ornamental art, and matters of special interest connected with it.

Museum, &c.

A valuable museum and library, selected with a view to their bearing upon art, are also open to the students.

Comparison with previous system

These arrangements for the encouragement and development of elementary instruction do not materially differ in principle from those of the School of Design previously to the formation of the new Department. The most noticeable difference consists in the establishment of self-supporting local schools, and in the proposed attempt to make the normal school also support its own expenses. The alteration in the system of supplying examples, and other improvements of less note, do not amount to differences in principle.

Special or technical instruction.

An alteration of some importance has however been made in the system, by the establishment of special or technical classes, under the direction of eminent and well-qualified professors, for painting on porcelain, designing for woven fabrics, for wood engraving, for furniture and metals, for practical construction, for lithography, for artistic anatomy, and for casting and moulding. The students holding scholarships are required to attend one or more of these classes, and other students are admitted, whether they have en

Report.

tered any of the Government schools or not, on payment of fees, which are fixed at a high rate, and on giving proof of their proficiency in certain branches of art. Moderate salaries, with one-half of the fees, are assigned to the professors in these classes, and it is hoped that they may at no distant period become self-supporting. In the meantime the establishment of these classes must be regarded as experimental.

Section of Science.

Having thus gone through the Section of Art, we turn next to that of Practical Science.

Local schools.

No local schools for science have as yet been brought into connexion with this Department. Communications have, however, been received from several towns, and it is probable that schools will shortly be established upon principles analogous to those of the local self-supporting schools of elementary art.

Irish institutions.

We have not yet had an opportunity of inquiring into the relations to be established between the Department of Science, and the Royal Dublin Society and the Museum of Irish Industry.

Central Institution in Jermyn Street.

We turn at once, therefore, to the Central Institution in Jermyn Street, with which the Schools of Science will be connected.

The objects with which an annual Parliamentary grant of 11,000*l.* or 12,000*l.* has heretofore been made to this institution are four-fold:

1. The prosecution of the Geological Survey of Great Britain and in Ireland.

2. The collection of a Museum of Geological and Mineralogical Specimens illustrative of the mineral wealth of the country.

3. The establishment of a School for the instruction of students in the sciences connected with mining, metallurgy, and various manufactures.

4. The collection of Mining Records, showing the extent and produce of existing mines, and preserving the memorials of such as have been worked out or abandoned.

For this establishment the public is largely indebted to the Director, Sir Henry De la Beche, who was the originator of the Geological Survey, of the Museum, and the School; and who has gratuitously directed the Museum from 1835 to the end of 1852.

Geological Survey.

The Geological Survey is now proceeding under the general direction of Sir Henry De la Beche, and under the immediate care of two local Directors, the one for Great Bri-

tain, the other for Ireland. Besides the assistants acting immediately under these Directors, there are also attached to the Survey two gentlemen of high scientific acquirements, one holding the appointment of Naturalist, the other that of Mining Geologist. Their services are required for the perfect carrying on of the Survey, which cannot be accomplished without the assistance of a gentleman thoroughly versed in collecting and interpreting the evidence afforded by fossil remains; while the survey of the mines is a business also requiring special qualifications. Both these gentlemen, and the Director of the English Survey, also hold appointments as Professors in the School. *Report.*

School of Mines.

The School of Mines and of Science applied to the Arts, is divided into several branches, for each of which a Professor of eminence is appointed. There is a Professor of Chemistry, of Natural History, of Geology, of Mining and Mineralogy, of Metallurgy, and of Physical Science; to which number it is now proposed to add a chair of Practical Mechanics.

These Professors receive retaining salaries, but derive additional profit from the fees of the students, the whole of which are received by them. The students are divided into two classes, those who are matriculated, and propose to go through a regular course of instruction extending at present over a period of two years, and those who merely attend particular courses of lectures. A lecture room is provided at the institution, and there are also laboratories for the use of the Chemist and Metallurgist, in which their especial pupils are instructed.

The school, as it has hitherto existed, has been conducted chiefly with a view to instruction in mining. A wider scope will now be given to it as a College in connexion with the Section of Science, and its relations to the local schools of science will be analogous to those subsisting between the normal and the local schools of art. A training class for masters will probably be established, and exhibitions and scholarships founded for meritorious students.

Mining records.

The Mining Record Office is an interesting and valuable department of the Institution. It was established for the double purpose of collecting statistics of mineral produce, and of forming records of mines actually at work, or worked out and abandoned. The latter object is important, not only because it may prevent waste of capital at the commencement of new enterprises, but also be-

Report.

cause in mining districts serious accidents occasionally happen to persons working in the neighbourhood of an abandoned mine without being aware of its existence. The Record Office procures, in all cases where it is possible to do so, plans and sections of the actual state of the works, and endeavours to keep them up to the progress which is made from time to time. The means at its command, however, both for this purpose and for the collection of statistics of mineral produce, are very inadequate. No allowance is made for travelling in connexion with this service; and the information must therefore be collected by correspondence, and by the aid of printed documents. In some cases these means are nearly sufficient for the purposes of the office. Thus the statistics of copper produce are obtained from the lists of sales, there being only a very limited number of places at which they are carried on; and it is considered that the returns of the whole produce of the Kingdom are now obtained with great accuracy. The statistics of the production of tin, of lead, and of silver, are also procured with considerable approximation to correctness. But the produce of iron, coal, and some other important mineral substances, has not been ascertained, nor can the Department be expected to obtain it with any accuracy, unless it is enabled to make systematic inquiries by sending officers of its own to collect and organize information. Officers so sent would also be able to procure much more complete drawings and sections of mines. The proprietors are commonly willing to allow such drawings to be taken, and often furnish plans which may be copied; but it cannot be expected that they should be at the trouble and expense of having them copied themselves.

New arrangement proposed.

Sir Henry De la Beche has strongly pressed upon us the importance of developing this interesting branch of the Department, which he considers may effectually be done at an increased expense of only 200*l.* a year. The arrangement which he proposes is:—

1. That the Keeper of Mining Records, who is at present also the Lecturer on Physical Science, with a salary as Record Keeper of 200*l.*, and as Lecturer of 100*l.*, with a share of the students' fees, should cease to lecture, and should devote his whole time to the Record Department, receiving a salary calculated to remunerate him for the loss of the lecturer's salary and the fees of the students, viz. 400*l.*

Report.

2. That a sum of 100*l.* be added to the estimate for his travelling expenses, to cover only his actual charges for conveyance, as his salary will be calculated to defray the charge of subsistence.

3. That a draftsman be appointed on a salary of 2*l.* 10*s.* a week, rising by 7*s.* a week every year, until it reaches a maximum of 4*l.* 4*s.* a week.

4. This increase of efficiency would admit of reducing the charge for obtaining plans and sections from 250*l.*, the present amount, to about 50*l.*, thus making the immediate increase on the Department only 200*l.*

We are of opinion that this would be a proper arrangement, and that the practical utility of the Department will be found to justify the increase of cost, for the purpose of placing it on a more efficient footing.

Communication with Statistical Department of the Board of Trade and Inspectors of Mines.

Before quitting the subject of the Mining Records, we have to suggest that the information which is collected as to the produce of the mines should be regularly communicated to the Statistical Department of the Board of Trade. We have also to recommend, that the Keeper of the Mining Records should be placed in communication with the Inspectors of Coal Mines, who might materially assist him in his inquiries respecting mines of that description.

Museum placed under the Board of Trade.

The Museum of Practical Geology has, until the present year, been under the direction of the Office of Works. It is now, in consequence of the new arrangements for the diffusion of scientific instruction, attached to the Board of Trade.

Two Joint Secretaries.

It is intended that the business of the Department of Practical Science and Art should be transacted by two Joint Secretaries in direct communication with the President of the Board of Trade.

The Accountant.

It is, however, desirable that the Accountant to that Office should be charged with the duty of minutely examining the accounts and checking the expenditure of the Department of Science and Art, and that he should be responsible to the President of the Board of Trade for the correctness and regularity of all its financial transactions.

The preparation of the Estimates and the appropriation of the Grants in accordance therewith.

The Accountant should prepare in detail the annual Estimate to be submitted to Parliament, taking care that every head of anticipated expenditure is separately provided for. In this duty he will be assisted by the Secretaries to the Department, by the Director of the Geological Survey and the College of Science, and by the Art Superintendent.

Report.

It will be his duty to see that the total amounts voted by Parliament for each particular head of service are not exceeded; and with this object, he should carefully watch the proportionate expenditure under each head *from the beginning of the year*, so as to be able to call the attention of the Secretary, and, if necessary, of the President, to any apparent probability of excess.

He will also take care that the sums granted by Parliament are strictly appropriated according to the detailed specifications contained in the estimates; and if it should at any time become necessary to supply a deficiency under one head of the estimate from a surplus under another, he will join with the Secretary in a representation to the President, with a view to obtain the sanction of the Treasury to the arrangement, on the principle authorized by the 24th section of the Appropriation Act, in respect to the military and naval expenditure.

Mode of keeping and rendering the account.

Accounts should be kept in the Joint Secretaries' Office at Marlborough House, of the whole of the receipts and expenditure, under heads corresponding to those specified in the estimates, whether the payments are made through the Paymaster-General or in any other manner; and the Accountant should once in every month lay before the President a detailed statement, showing the exact financial position of the Department, with a comparative view of the receipts and expenditure of the corresponding period of the preceding year. At the close of the financial year the account should be made out in the same manner for the whole year; and after it has been authenticated by the signatures of the Secretaries, the Registrar, and the Accountant, it should be submitted to the Treasury, and should also be laid before Parliament with the next annual report.

Mode of making the payments.

In all the financial arrangements connected with the Department of Science and Art, the expenditure should be conducted to the greatest practicable extent by disbursements made by the Paymaster General directly to the parties interested; and the sums advanced to officers of the Department on imprest should be limited to what is required to defray small incidental charges, which could not be conveniently paid by the Paymaster General. The salaries and other fixed payments, however small in amount, should be paid by the Paymaster General on periodical lists, authenticated by the responsible officers of the Department; and the tradesmen's bills and all

other charges, except the incidental domestic expenditure of the establishment, should be paid by him on separate requisitions similarly authenticated. Every order on the Paymaster-General should be signed by the Registrar, and be countersigned by the Secretary to whose Section the disbursement belongs.

Accounts to be rendered for Audit.

A monthly transcript of the whole of the accounts should be rendered to the Commissioners of Audit, supported by proper vouchers for each item of the expenditure.

Returns for the President.

Returns should also be prepared by the Secretaries, and laid before the President, showing such matters as the President may desire to see included, for the purpose of keeping himself informed of the state and progress of the Department.

Register of correspondence.

A register of correspondence should be kept, and a transcript of it should be sent to the President periodically. A great part of the correspondence will, no doubt, be of a nature which will not require his interposition; but it is desirable that he should always be aware of what is going forward in the Department, so that he may have the opportunity of calling at any time for further information or explanation upon any part of the business.

Mode of correspondence.

The mode in which the correspondence should be conducted requires some consideration. It is obviously desirable that it should be concentrated as much as possible, and should be carried on by the Secretaries at Marlborough House. All letters, therefore, which may be addressed to the Board of Trade on matters connected with Science or Art, should be at once transferred to the Department, without any orders being made upon them, or their even being entered in the Office Register, though it would be convenient that a record of the name of the writer, the date and subject of the letter, and the time of sending it forward, should be kept in a separate book.

Letters addressed to any officer connected with the Department, other than the Secretaries, should also be transferred to Marlborough House, if they relate to official business. There will, of course, be some letters, besides such as are strictly private, to which this rule would not properly apply. Such would be communications to Sir Henry De la Beche, relating to the details of the Geological Survey, or to the Keeper of Mining Records,

Report.

forwarding statistics of Mines, or to one of the Professors discussing some question of Science. It would therefore be proper that a detailed minute should be prepared, and sanctioned by the President of the Board of Trade, setting out distinctly the classes of letters to be forwarded, and the classes not to be forwarded, to Marlborough House. In all doubtful cases the rule should be to forward the letter.

Communication with officers connected with the Department.

In cases in which the opinion of any officer connected with the Department is desired upon a letter, the letter should be referred to him for his remarks, and returned by him to the Secretary. All formal official communications from such officers to the President should also go through the Secretary; but it should be clearly understood that this is not to preclude them from addressing the President himself in an unofficial manner, or from such free personal communication with him as circumstances may render desirable.

Annual Report.

An Annual Report of the progress of the Section of Science, should be prepared and laid before Parliament with that for the Section of Art.

Staff of the Department.

We now proceed to inquire into the Staff required for conducting the business of the Department.

The general establishment at Marlborough House will be composed as follows:—

Joint Secretaries.

Two joint Secretaries and Inspectors, one for Science, the other for Art, each receiving a salary of 1,000*l.* a year.

Registrar.

A Registrar, whose duty it will be to render assistance in both Sections of the Department, to supply the place of either of the Secretaries in case of their absence, and to maintain harmony in the working of the system by communicating to the Secretary for one Section such information respecting the proceedings in the other Section as may obviate the risk either of collision, or of needless repetition of work. The functions of this Officer will be so important that we recommend that the salary, which has hitherto been 500*l.* a year, while the Registrar had only to attend to the Section of Art, should begin to rise from that amount as a minimum, and advance by an annual progression of 50*l.* to a maximum of 800*l.*

Inspector of Drawing Schools.

We understand that it is intended to appoint an In-

spector of Drawing Schools in connexion with the Education Committee of the Privy Council, and that the appointment is to be made by the President of the Board of Trade as Chief of the Department of Practical Art. If this Officer is to be appointed and employed by the President of the Board of Trade, it will be desirable that the salary (500*l.*) assigned to him, which at present appears on the estimate for the Education Department, should in future be charged upon the vote for the Department of Science and Art. *Report.*

We take this opportunity of recommending that forms similar to those in use among the Poor Law Inspectors, should be supplied to all officers,—whether the Secretaries or others,—travelling upon the business of the Department, in which they should enter, day by day, their actual travelling expenses, and should also make a note of the business they transact. In all cases where it is not otherwise provided, a subsistence allowance (which in the case of the Secretaries may be fixed at 1*l.*, and for the Inspector and other Officers at 15*s.*) should be made for every night during which they are absent from home on the public service; and when they are absent from London only during the day, half the usual allowance may be received by them. Travelling expenses.

We consider that a staff of six Clerks should be employed upon the establishment. These, we think, should be divided into two classes, the senior to receive salaries beginning at 150*l.*, and rising by 10*l.* a year to 300*l.*; and the junior to begin at 80*l.*, and to rise by 5*l.* a year to 150*l.* One of the Senior Clerks should act as Bookkeeper, and as Assistant to the Accountant of the Board of Trade. Clerks.

Having already, in our report upon the Board of Trade, discussed the principles upon which the clerks in that office should be appointed and promoted, we do not consider it necessary to enter into any detail upon the subject at present. We are of opinion that the same general rules as to age of admission, medical certificates, examination, probation, and promotion from class to class according to merit, should be adopted. Considering how desirable it is that every man who enters an office should look forward to promotion in it, we think that such a test should be established as will ensure a supply of gentlemen likely in time to become fit to act as Curators of libraries or

Report.

museums, or Inspectors of schools, or to fill the Chief Offices connected with the Department.

Storekeeper.

An important officer at Marlborough House is the Storekeeper. His functions consist not merely in taking charge of the large supplies of stationery, drawing materials, models, examples, and various kinds of apparatus, but also in examining the quality of the articles supplied, and calling attention to any deficiency in them. We have already noticed the mode in which examples and works on art are procured by the Department. In consequence of the peculiar character of the articles required, the machinery of the Stationery Office is found inadequate to procure them. It is therefore necessary to obtain what is wanted by contracts with private tradesmen; and in order to see that those contracts are properly executed, great care is needed. If a number of cases of instruments, for example, are ordered at a certain contract price, they must be inspected in order to see that they correspond with the sample. This duty, as well as that of checking the receipts and issues, devolves upon the Storekeeper. The establishment of provincial schools of science will of course add to his labour.

Considering the responsibility thus thrown upon him, we think that his salary should be liberal, and recommend that he should receive a minimum of 150*l.*, rising by 10*l.* a year to 250*l.*

Stock account.

The Storekeepers' stock account should be regularly kept in a form approved by the Accountant to the Board of Trade; and it should be carefully examined from time to time by the Secretaries and Registrar; and a transcript of it should be rendered at the end of every month to the Commissioners of Audit, supported by proper vouchers.

Purchases not to be made through Stationery Office.

We understand that at present some purchases are made through the Stationery Office, while others are made from private tradesmen. We think that a rule should be laid down, that nothing except the stationery and printing required for the Secretary's department should be obtained through the Stationery Office. All purchases for the supply of schools should be made independently, so that their amount may appear in the parliamentary estimate, and may not come out of a grant which is not intended for such purposes.

Subordinate Establishment.

The remaining establishment proposed for Marlborough

House consists of three warehousemen, two printers, two messengers, and a housekeeper. We see no objection to this proposal; and we recommend that the scale of salaries should be as follows:— *Report.*

Warehousemen, to begin at 80*l.*, and rise by 5*l.* to 120*l.* each.

Printers, the same scale.

Messengers, to begin at 60*l.*, and to rise by 2*l.* 10*s.*, to 80*l.*

Housekeeper, 60*l.*

Section of Art.

We now turn to the special establishment more particularly required for the Section of Art. A reference to the schedule appended to this report will show the scale of salaries which we propose, and which are for the most part the same as are actually given.

Art Superintendent.

The salary of 300*l.* is paid to the Art Superintendent as a retaining fee, as Mr. Redgrave is not required to give his whole time to the service of the Department, but only to render occasional assistance and advice. We find, however, that a much larger proportion of Mr. Redgrave's time is occupied by the duties he has to perform than was anticipated when he was originally appointed, and that he cannot reasonably be expected to continue to give his valuable assistance to the Department unless some alteration is made in the amount of the remuneration. We therefore recommend that it be increased to 500*l.*

Librarian, &c.

The salaries of the Librarian (300*l.*), Keeper of Casts (100*l.*), and Lecturer on the History of Ornament (100*l.*), making in all 500*l.* per annum, are at present paid to the same person. The care of the casts includes the arrangement and classification of the large and valuable stock which has been brought from Somerset House, where they long lay in an inaccessible place for want of proper room to display them in. Many of them have sustained serious damage, and the labour of repairing and arranging them is very considerable. A properly qualified attendant has been engaged to restore them, and Mr. Wornum has undertaken their arrangement and classification. On this account, and looking to the circumstances of Mr. Wornum's original engagement as lecturer, we do not object to his receiving the aggregate salary of 500*l.* for the three several duties; but we consider that the salary of the united offices should be fixed from the date of his retirement at a minimum rate of 200*l.*, rising by 10*l.*

Report.

a year to 350*l.*, with a portion of the fees to be charged for the lectures in the Metropolis.

Curator.

It will be necessary that a Curator should be appointed to take charge of and properly catalogue the valuable public property deposited in the Museum, to superintend its developement and arrangement under the directions of the Secretary and Art Superintendent, and to lecture, as occasion may arise, upon the several classes of objects entrusted to him. We propose that the salary of this officer should be fixed at 300*l.*

Duplicate purchases.

While speaking of the Museum, we must call attention to the necessity of providing against purchasing in duplicate for this and other public collections. It is desirable not only to establish such communications between the purchasers for the Museum of Science and the Museum of Art, as shall prevent their interfering with one another, but also to come to an understanding with the Trustees of the British Museum with a similar object. It cannot be right that two public departments should be competitors for the purchase of the same class of articles; and though we do not consider it part of our duty to define the limits within which each should confine itself, we recommend that they should be settled as soon as possible by conference between the authorities responsible for their direction.

Clerks for Museum and Library.

Clerks will be required to assist in the Museum and the Library. We propose that there should be one for each, and that their salaries should commence at 100*l.*, and rise by 10*l.* a year to 200*l.*

Superintendents of Special Classes.

The footing upon which the superintendents of the special or technical classes are now placed appears to us a reasonable one. At the commencement of the system it is necessary that salaries should be given, which must be proportioned to the value of the assistance derived from each appointment, and to the amount of emolument which it is likely that the superintendent will receive from fees. Ultimately, however, these classes ought either to be wholly self-supporting or to be abandoned. This part of the system will require the careful attention of the President of the Board of Trade; and we recommend that in all the proceedings taken regarding it, two principles should be steadily kept in view. First, that the classes should be used for instruction only, and should not grow into manufactories competing with private establishments; and, secondly, that each special class taken separately should, after a reasonable time has been allowed for making the

Report.

experiment, defray its own expenses from the fees of the pupils, which should be augmented as the demand for the particular kind of instruction increases; and if it should hereafter become apparent that sufficient means of instruction in any branch of art exist independently of the College, or would so exist but for the competition of the College, the special class relating to such branch of art should be discontinued.

Proportions in which the remuneration of the Professors and Superintendants of special classes should consist of salary or fees.

It has been seen that in the section of Science the whole of the fees are paid to the professors, while in the section of Art only half the fees are received by the superintendents of special classes, and that in both cases separate retaining salaries are paid. We are of opinion that on every occasion of a vacancy in either section, it should be considered whether the new appointment should not be made on the condition that the remuneration should consist wholly, or, at any rate, to a greater extent than before, of fees.

Normal School and Central Female School.

The Normal School, and the Central Female School, are also to be made self-supporting, if possible. In the propriety of this we entirely concur, though we do not consider that the maintenance of these institutions should be made to depend upon their becoming independent of Government aid in the same way as the technical classes.

Superintendent of Female Classes.

The Superintendent of Special Classes for Female Students should be a lady holding a teacher's appointment in the institution, and should have an additional salary of 50*l.* for attending to the proper conduct of those technical classes which are open to female students, and for rendering any assistance which such students may require.

Teachers' Training Master.

The nature of the duties of the Teachers' Training Master has been already explained. This appointment, as it now exists, must be regarded as of a temporary character; and arrangements that have recently been made will enable the President of the Board of Trade, should he think it expedient, to transfer the gentleman who now holds the appointment to some other situation in connexion with the Department, by which means his salary of 300*l.* a year will be saved.

Subordinate establishment.

The subordinate establishment proposed for the Section of Art consists of seventeen persons, viz.:—

Report.

1 Assistant for Prints and Diagrams,
1 Attendant for Casts,
1 Housekeeper at the Central Female School,
14 Attendants, of whom

17

4 are employed in the Museum,
1 Money-taker,
4 attending the Special Classes,
1 „ the Elementary Instruction Branch,
3 „ the Normal School,
1 „ the Female School.

14

Of these attendants, five (including the assistant for prints) are non-commissioned officers of the corps of Royal Sappers and Miners, who receive payment at the rate of 2*s.* a day in addition to their regimental pay.

We propose that the remainder should be divided into two classes, the lower to begin at 70*l.*, and to rise by 2*l.* 10*s.* a year to 100*l.*; the higher to rise at the same rate to 120*l.* According to the numbers at present employed, there should be four in the higher and ten in the lower class.

The salary of the housekeeper at the female school should be the same as that of the housekeeper at Marlborough House, namely, 60*l.*

Section of Science.

It remains to consider the special establishment required for the Section of Science.

Director of the College.

The position of the Director will be a very important one, and must be carefully defined.

Without at present referring to his duties in connexion with the Geological Survey, the Director must be considered as the person chiefly responsible to the President of the Board of Trade for the right management of the College of Science, and for the care and development of the museum in connexion with it. The salary which has been lately, for the first time, assigned to the Director, is 300*l.* a year, in addition to 800*l.* a year which he receives as Director General of the Geological Survey. It being at present impossible to foresee what arrangements may become necessary when Sir H. De la Beche shall cease to hold these two appointments, we abstain from offering any general remarks upon the future salary of the Director of the College, and have simply to express our assent to the arrangement which has now been made.

Report.

It must be borne in mind that a wider range than heretofore is to be given both to the College and to the Museum, embracing the whole field of practical science, so far as it admits of being taught in such an institution.

Care of the museum.

With regard to the important subject of the curatorship of the museum, we find that the Professors are generally of opinion that no single person could be found who would be competent to undertake the detailed arrangement of the whole, and that each Professor ought to have the special care of that part which relates to his own department. We therefore consider that the Registrar of the College should be charged with such general superintendence as he can give to the whole collection, and that the more particular care and arrangement of the several departments should be left to the Professors, subject to the supervision of the Director.

Financial duties of the Director and Registrar.

The duty of preparing the monthly accounts of expenditure for the Board of Trade, and the lists of payments for the Paymaster General, will devolve upon the Director, who will have the assistance of the Registrar in all financial business. Every payment should be made by the Paymaster General, except the trifling sums required for the contingent expenditure of the College and Museum, the amount required for which should be noted at the foot of each quarterly list of salaries furnished to the Paymaster General. The accounts rendered to the Commissioners of Audit should include all payments made on account of the College, Museum, and Geological Survey, whether through the Paymaster General or any other channel, and they should be signed both by the Director and Registrar.

Registrar's salary.

We propose that the salary of the Registrar should commence at 200*l.*, and rise by 10*l.* a year to 350*l.* He should have the aid of an Assistant Librarian, who should also act as Clerk. The Assistant's salary should commence at 80*l.*, and rise by 5*l.* a year to 150*l.*

Remuneration of Professors.

The arrangements at present subsisting with regard to the remuneration of the Professors, do not appear to require any alteration. The salaries which are assigned to them are in the nature of retaining fees for their services, and it is probable that the greater part of their emoluments will ultimately be derived from the payments of the students. We are informed that the whole of the fees, as well of the matriculated as of the occasional students, are now paid into a common fund, of which one fourth is set apart for the provision of apparatus and specimens for the use of the

Report.

Lecturers, and the remainder is divided equally among the Professors, who have this year voted a portion of it to the Registrar by way of gratuity and in acknowledgment of the services he has rendered to them. This arrangement appears to be agreeable to the Professors. Strict accounts of the fees and their application should be kept, and should from time to time be brought before them, so that it may at any time be in their power to recommend a different distribution if they should desire to do so.

Additional Professor required.

The alteration which has been proposed in the Mining Record Office, will render it necessary for the Keeper of the Records to devote his whole time to that department; and an additional Professor will therefore be required for the purpose of giving instruction in Physical Science, in which branch the Keeper of the Mining Records has hitherto lectured. As the Lecturer in Physical Science will hold no other appointment in connexion with the institution, we propose that he should receive a salary of 200*l.* per annum.

Outfit.

The Director, and several of the Professors, have represented to us the serious inconvenience which has been felt for want of a proper provision for outfit. The Director has found it necessary to make himself personally liable for a considerable sum for the purchase of the apparatus required in the branch of Physical Science, and this apparatus must therefore at present be considered his private property. The current expenses attending the delivery of lectures will be defrayed out of the fees received from the students, but these are not sufficient for the purposes of outfit; and we therefore recommend that a careful estimate be prepared by the Director and the Professors of the amount actually required to place the Institution once for all on a proper footing, and that a vote be taken for the amount next year. This estimate will, of course, include the purchase from the Director of the apparatus already mentioned. We do not recommend any attempt to obtain a vote for outfit in the present year, partly because the estimates have already been sent in, and partly because we do not think the practice of voting a gross sum for outfits, without a previous detailed estimate of the mode in which it will be applied, an economical measure.

Catalogue.

Among the subjects which will require the early attention of the President of the Board of Trade is the necessity of pressing forward the completion of the Catalogue

Report.

of the Museum. The value of the collection to the public depends almost entirely upon the existence of a good catalogue of its contents. Without such a guide the museum can be little more than a beautiful spectacle; it cannot be looked upon as a place of instruction. The importance of a catalogue as a means of identifying the property of the public is too obvious to need any remarks. We are aware that its preparation is necessarily a work of labour, but much may be done by the co-operation of the Director and the Professors; and we think that the matter should at once be brought before them, and arrangements made for accelerating it as much as possible. New purchases should be very sparingly made until this work is completed.

Want of space.

The museum itself cannot properly be developed in all its parts for want of space. The premises were constructed for the limited object of a Museum of Geology applied to the arts; and if the institution is to become a general college of science, a museum of much greater extent will be required. A varied collection of this kind could not be accommodated in the present building, and much care will therefore be necessary in selecting only such specimens as are the most indispensable. It may be hoped that when the plans of the Royal Commissioners for the Exhibition of 1851 are carried into effect, full provision will be made for the museums both of Science and Art.

Annexation of the College of Chemistry.

We find that the laboratory attached to the college has already proved insufficient to accommodate the students, and that additional premises have been temporarily engaged. It is now in the contemplation of the Directors of the College of Chemistry to bring their institution into connexion with the College of Science, and to afford the students the benefit of the very convenient laboratories which they possess. The Professor to the College of Chemistry has recently been appointed to the College of Science; and it is said to be the object of this arrangement to retain his services for the benefit of those who have been in the habit of attending him at the College of Chemistry. We do not consider that a Government department, of the nature of a Normal School, should extend itself indefinitely by adding to its accommodation, and drawing to itself those who would naturally seek instruction elsewhere; but we understand that an additional laboratory is urgently required, and that it will be impossible to give the necessary facilities for training mas-

Report.

ters for the provincial schools without it. We therefore see no reason for objecting to the proposed annexation of the College of Chemistry on favourable terms to the public.

Chemist and Metallurgist.

It will be observed that, besides the Professorial appointments, there exist in the museum the offices of Chemist and Metallurgist. The gentlemen who fill these situations, and who are also Lecturers in Chemistry and Metallurgy, are expected to conduct such analyses as are required for the purposes of the museum, or are called for by the Government. Analyses of geological specimens are frequently needed in connexion with the Survey; and matters requiring scientific investigation are sometimes referred by the Government to the department—such, for instance, as the causes of corrosion in the copper sheathing of vessels, and the methods of obviating it. For these services the officers in question receive a fixed salary of 100*l.* each.

Geological Survey.

Before concluding, we must offer a few remarks on the subject of the Geological Survey.

Present form of the grant.

It has hitherto been the practice to grant a sum of 4,000*l.* for the English, and of 1,500*l.* for the Irish Survey, without any specification of the manner in which the amount was to be appropriated in detail. An improvement has this year been introduced by separating the salaries of the chief officers of the Survey, and charging them as distinct items in the estimate.

This alteration, however, extends only to the salaries of the Director-General, the Local Director for Great Britain, the Mining Geologist, and the Naturalist of the Survey. The salary of the Local Director for Ireland, and those of the subordinate officers, are not particularly specified in the estimate.

Form proposed.

We are of opinion that it would be of advantage to recast the form of the estimate, so as to show distinctly the whole of the salaries; and we think that some alteration should be made in certain of the smaller salaries, so as to place them on a more systematic footing.

Director General.

The salary of the Director-General is 800*l.* a year, with an allowance of 80*l.* to cover the charge for travelling within a limit of fifteen miles from his station.

Local Director for Great Britain.

The salary of the Local Director for Great Britain is 400*l.*, with a similar travelling allowance of 50*l.* The Local Director also holds a Professorship in the College of

Science, with a fixed salary of 100*l.* a year, and a share of the fees of the students. *Report.*

His assistants.

We have carefully considered the amount of assistance which should be given for the prosecution of the Survey in Great Britain. The work being of a limited, though considerable, extent, and it being necessary that a certain chief establishment should be maintained during the whole of its progress, it would probably be most economical to press forward the completion of it as rapidly as possible, by increasing the subordinate staff to the highest point at which it can be properly superintended from head quarters. As, however, we find that the service is one which furnishes excellent means of training young men to become geologists, and is therefore a valuable adjunct to the system of scientific education which is in course of introduction, we are of opinion that it will be better not to endeavour to bring it too quickly to a conclusion, and we do not recommend any increase in the expenditure in Great Britain. We think that the assistants employed under the Local Director should be six in number, of whom two should receive salaries of 250*l.* a year, and the other four should be engaged at salaries commencing at 2*l.* 10*s.* a week, and rising by 7*s.* a week every year, till they reach a maximum of 4*l.* 4*s.* a week. One of these four should be capable of rendering assistance to the Naturalist, who should also be allowed the services of a fifth person, to be paid at the same rate as the other four, but to be exclusively attached to the Department of the Naturalist. In selecting the young men to fill these appointments, care should be taken to choose only such as appear likely to be suitable for the service, and the first year of their employment should be considered as one strictly of probation, as their qualifications for the work can only be properly tested in the field. The Local Director should report once in six months upon the progress of the work, the mode in which the assistants have been employed, and the capacities of each. Their pay will cover, as at present, the charge of their subsistence. Their actual travelling expenses, as well as those of all the officers employed in connexion with the Survey, will, of course, be paid, and an account of them will be rendered in detail to the Director-General. A moderate annual sum should also be included in the estimate for subordinate labour in the field, and a further sum for contingent expenses, such as the carriage of parcels and tradesmen's bills.

Report.

Mode of paying salaries and expenses.

The Local Director should, at the end of every quarter, transmit to the Director-General a detailed statement of the salaries due for the preceding quarter, with an estimate, at foot, of the sum likely to be required during the ensuing quarter for subordinate labour and contingent expenses; which statement and estimate the Director-General will forward to the Paymaster-General for payment. Should it be desired to pay the whole or any part of these salaries by the month instead of by the quarter, that desire must be notified to the Paymaster-General. The Director-General will, with the assistance of the Registrar of the College of Science, revise the quarterly lists of salaries and estimates of contingent expenditure before they are sent on to the Paymaster-General, and will render an account of the expenditure to the Commissioners of Audit.

Irish Survey Local Director.

The Local Director for Ireland has at present a salary of 300*l.* a year, with a travelling allowance of 50*l.* He holds no Professorship or other appointment. A Lecturer on Geology will probably be appointed in connexion with the Museum of Irish Industry in Dublin, in which case the Director of the Irish Survey will have strong claims to fill the situation; and we accordingly abstain from recommending any increase in his salary, which, in the default of such a prospect, would be deserving of consideration.

Survey to be pressed forward.

We are of opinion that, looking to the advancing condition of Ireland, and the importance of developing its resources, it is desirable to press forward the completion of the Geological Survey of that country. A large portion of the soil is passing into the hands of new proprietors; and it is important that those who contemplate becoming purchasers or improvers of land in Ireland should be aware of the nature of the country and of the prospects of mineral and other wealth in different districts.

Staff proposed.

We are informed that a demand is arising for special surveys and reports upon private properties, and that such have even been called for by the Encumbered Estates Courts. These, of course, cannot be undertaken by the Government Surveyors, but the demand for them shows the importance of completing the Survey with as little delay as possible.

We have communicated with Mr. Beete Jukes, the Local Director, who proposes that the number of Assistant Geologists should be increased to seven, of whom there should always be one in attendance at the museum in Dublin, taking his turn, however, with the other assistants in the field, and

that there should also be two fossil collectors. We are of opinion that this establishment, which would involve an addition of three assistant geologists, and one collector, to the present staff, is not unreasonable. We consider that the salary of the senior assistant geologist, which is now 200*l.* a year, should begin to rise at the rate of 10*l.* a year, till it reaches a maximum of 250*l.* The other assistants should begin at the salary of 2*l.* 10*s.* a week, and rise to 4*l.* 4*s.* a week, as in the Survey of Great Britain. The pay of the collectors should begin at 1*l.* 1*s.* a week, and rise by 3*s.* 6*d.* a week in each year, till it reaches a maximum of 2*l.* 2*s.* a week. The mode of paying the salaries and contingent expenditure, and of rendering the accounts, should be as in the English Survey. *Report.*

We have already mentioned, at page 5,* two officers holding appointments in connexion with the Survey,—the Mining Geologist at a salary of 250*l.* a year, together with a professorship,—and the Naturalist, with a salary of 300*l.* a year, also with a professorship. The services of these gentlemen are available both for Great Britain and Ireland. Mining Geologist and Naturalist.

The subordinate establishment at the College of Science should be as follows:— Subordinate establishment.

1 office keeper and resident attendant, 75*l.*, rising by 5*l.* a year to 120*l.*
1 attendant and messenger, } 60*l.*, rising by 2*l.* 10*s.* a
1 door keeper, } year to 80*l.*
2 cleaners, 50*l.*, rising by 2*l.* 10*s.* a year to 75*l.*

Office of the Registrar of Designs.

At the conclusion of our inquiries into the state of the Department of Practical Science and Art, our attention was directed to another Establishment subordinate to the Board of Trade, the office of the Registrar of Designs. Designs Office.

The establishment of this office at present consists of a Registrar at 600*l.* a year, an Assistant Registrar at 300*l.*, and three clerks at salaries respectively of 200*l.*, 150*l.*, and 120*l.* a year, besides an office keeper, two messengers, and a printer. Its establishment.

It will be seen from the statement in the Appendix, that the number of designs registered of late years has fallen off under each of the heads of "useful" and "ornamental," which, so far as regards the "useful" designs, is to be accounted for by the increased facilities which have recently been given for taking out patents of inventions. Falling off in the number of registered designs.

* Page 167 of the Series of Reports.

Report.

Proposed amalgamation with Department of Science and Art.

We think it well worthy of consideration whether this Office may not be amalgamated with the Department of Science and Art when the latter has been fully developed. Several advantages might be anticipated from such an amalgamation if it were determined on. In respect of ornamental designs, it would be desirable that the officers and teachers at Marlborough House should be aware of the condition of ornamental art in various trades in different parts of the country, so as to see in what direction assistance and instruction are most required, and to watch the working of what has already been done for Art-education. It would also be a great advantage for the persons who bring the designs for registry that they should have an opportunity of seeing the collections at Marlborough House, and of being brought into communication with those who are at the head of the system of Art-education throughout the country. The same, or corresponding advantages, might be to some extent expected from the connexion between the Registry of useful Designs and the Section of Science, though they would probably not be so fully realized as in the other case. Lastly, the amalgamation of the Departments would be a decided measure of economy. We consider that the business of the Registry of Designs might be conducted by two or three Clerks, who might form part of the establishment acting under the Registrar of the Department of Practical Science and Art; and it is obvious that one of the printing presses may be discontinued when the Establishments are united. The only obstacle to the immediate adoption of this advantageous arrangement is the want of room at Marlborough House, and we recommend that measures should be taken to supply the requisite accommodation.

Fees to be paid into the Exchequer.

We are of opinion that all the fees received by this Office should, according to the established rule, be paid without deduction into the Exchequer, and that the salaries and other expenses of the Office should be included in the Annual Estimates, and be voted by Parliament. A note may be appended to the estimate for each year, showing the amount of fees received and paid into the Exchequer during the year ended on the 31st December preceding. The salaries and contingent expenses of the Office should be paid by the Paymaster-General on a Quarterly List, signed by the Registrar and countersigned by the Chief Clerk, of the sums due on account of salaries for the preceding Quarter,

with a statement subjoined of the proportion of the annual sum granted for the contingent expenses of the Office which is likely to be required during the ensuing Quarter. *Report.* Annual Report.

Finally, we think that the Registrar of Designs should prepare an annual report, for presentation to Parliament, showing the state and progress of the Office, and that this report should be printed with that of the Secretary and Inspector for Practical Art, and should form part of the same volume.

We subjoin a Statement showing the comparative increase and decrease in the expense of these Establishments which will ultimately result from the changes we have proposed. This Statement shows an apparent net increase of something more than 700*l.*, but upwards of 1,200*l.* of the gross addition arises from our having once for all made provision for the gradual increase of the salaries of the officers employed, which is always granted in the public departments for length of service, and which can be much more satisfactorily and economically provided for by fixed regulations as to annual progression, than by leaving each case to be separately brought forward and urged upon the consideration of the Government, whenever the applicant or his friends consider the opportunity to be favourable. Our proposals, therefore, tend upon the whole to a reduction rather than an addition of expenditure upon the establishment. Financial results of the Report.

But we consider that in this Department economy is chiefly to be effected, not by diminishing the cost of the establishment, but by encouraging an increased demand for its advantages, and thus materially raising its incidental receipts.

The main principle to be kept in view in reference both to the Central Colleges in Jermyn Street and at Marlborough House, and to the Provincial Schools, is to provide efficient means of instruction, and to rely for financial success upon the appreciation by the public of the advantages offered. We entertain no doubt that these institutions, though not such as to offer a present attraction to private enterprise, will supply a real public want; and that they therefore ought, within a reasonable time, like the Royal Military College and other Establishments, to furnish the means of defraying all the expenses necessary for their support. The Central Colleges and Provincial Schools ought to be self-supporting.

C. E. Trevelyan.
Stafford H. Northcote.

May 25, 1853.

Appendix.

APPENDIX I.

In all cases of rising Salaries the estimate is taken for the *mean* amount, and marked thus *.

Officers and Items of Grant.	Present.	Proposed.	Increase.	Decrease.
Marlborough House.	£	£	£	£
Two Joint Secretaries	2,000	2,000	—	—
Registrar* (rising from 500*l.* to 800*l.*)	500	*650	150	—
Clerks at Marlborough House	690	*1,020	330	—
Storekeeper and Warehousemen	290	*500	210	—
Messengers	150	*185	35	—
Travelling Expenses, and Incidentals	1,125	—	—	—
Postage and Carriage	150	—	—	—
House Cleaning, Coals, Gas, &c.	430	—	—	—
Central School and Museum of Art.				
Superintendent of Art	300	500	200	—
Librarian	500	*275	—	225
Curator	100	300	200	—
Clerks for Museum and Library	120	*300	180	—
Teachers' Training Master	300	—	—	300
Technical Classes and Lectures	1,328	—	—	—
Superintendent of Female Classes	50	50	—	—
12 Attendants	770	*1,220	450	—
Scholarships	500	—	—	—
Prizes and Examinations	350	—	—	—
Examples, Books, &c.	2,500	—	—	—
Woodcuts, &c., for Catalogue	500	—	—	—
Guarantee Fund for Exhibitions	200	—	—	—
Police	100	—	—	—
Normal Male School.				
Head Master	300	300	—	—
Assistant Masters	650	650	—	—
Pupil Teachers	80	80	—	—
Prizes	60	—	—	—
Attendants	235	*197 10*s.*	—	37 10*s.*
Central Female School.				
Superintendent and Assistants	300	300	—	—
Pupil Teachers	40	—	—	—
Attendants	120	150	30	—
Prizes	40	—	—	—
Drawing Materials	40	—	—	—
Rent and other Expenses	285	—	—	—
Local Schools.				
Schools receiving Parliamentary Aid	7,550	—	—	—
Grants to Self-supporting Schools	4,500	—	—	—
Guarantee Fund for Masters	3,000	—	—	—

Officers and Items of Grant.	Present.	Proposed.	Increase.	Decrease.
College of Science.	£	£	£	£
The Director	1,100	1,100	—	—
The Professors (including their various appointments)	2,550	2,650	100	—
Keeper of Mining Records	200	400	200	—
His Travelling Expenses	—	100	100	—
Draftsman for Mines	—	170	170	—
Cost of Mining Plans, Sections, and Models.	420	220	—	200
Purchase of Specimens and other Expenses.	1,080	1,080	—	—
Outfit (say)	—	500	—	—
Librarian or Registrar	250	*275	25	—
Clerk to ditto	100	*125	25	—
Officekeeper and Attendants	590	590	—	—
Rent, Gas, Fuel, Repairs, &c.	1,883	1,883	—	—
Geological Survey.				
2 Assistant Geologists, Great Britain.		500	—	—
4 Second-class „ „	2,550	*680	—	—
Subordinate Labour in the Fields	—	—	—	—
Contingent Expenses	—	—	—	—
Local Director for Ireland	300	300	—	—
Assistant Geologists		*1,245	—	—
Fossil Collectors	900	*162	—	—
Contingent Expenses		—	—	—
Registry of Designs.				
Registrar	600	—	—	600
Assistant Registrar	300	—	—	300
Clerks	470	470	—	—
Total			2,405	1,662 10s
Estimated Receipts in section of Art for 1853-4.				
Library, Lectures, Museum, and Special Classes.	600	—	—	—
Sale of Catalogues, and Profits of Exhibitions.	200	—	—	—
Net Receipts by Fees in Metropolitan Schools	180	—	—	—
Payment for Examples at half price	2,250	—	—	—
Guarantee Funds not required	1,000	—	—	—
	4,230	—	—	—

Appendix.

APPENDIX II.

NUMBER of DESIGNS registered in each year since the establishment of the Office for the Registry of Designs.

YEARS.	Ornamental.	Useful.	Provisionally registered.	
			Ornamental.	Useful.
1st July to 31st Dec. 1839 inclusive	154	—	—	—
1840	352	—	—	—
1841	495	—	—	—
1842	2,373	—	—	—
1843	10,118	98*	—	—
1844	10,635	241	—	—
1845	8,609	276	—	—
1846	7,122	291	—	—
1847	8,810	401	—	—
1848	8,394	410	—	—
1849	8,718	415	—	—
1850	9,736	476	—	—
1851	7,254	463	132	345
1852	6,167	333	7	141
1st Jan. to 14th May 1853 inclusive	2,406	54	1	25

* September 1 to December 31, 1843, inclusive.

May 14th, 1853.

CLEMENT JOHNSON,
Registrar of Designs.

From the Secretary to the Department of Science and Art to the Secretary to the Treasury.

Sir, Marlborough House, 12th October 1853.

I am directed by the Lords of the Committee of Privy Council for Trade, to acknowledge the receipt of the letter of Sir Charles Trevelyan of the 27th May, transmitting the report on the Department of Science and Art, and requesting to have the observations of the Lords of the Committee thereon.

My Lords desire me to say that they concur in the principles upon which it is proposed that the Department should be organized, and are prepared to carry the same into effect. At the same time their Lordships think it right to remark, that as it will be some time before the Department will have fully developed itself, and that as many of its proceedings must necessarily partake of an experimental character, they consider that the details, especially in reference to the subordinate staff of officers, will be liable to modifications from time to time.

In illustration of this it may be remarked that on the one hand the removal of the School of Design from Somerset House to Marlborough House, which has been effected since this Report has been received, has enabled my Lords to make some economical reductions of fixed salaries, whilst on the other, the rapid increase of self-supporting schools, and the demand for elementary instruction, makes it likely that additional officers may be required to carry out this part of the Department adequately to meet the public demands for its assistance.

Furthermore, provision will have to be made for carrying on the services entailed by the Paris Exhibition of 1855, with which the Department is charged, and for similar services likely to arise.

With these observations I am to say, that their Lordships consider that the Report is calculated to provide for the efficient carrying out of the objects of the Department.

I have the honour to be, Sir,
your obedient servant,
Henry Cole.

TREASURY MINUTE on the above:—*2nd December* 1853.

Write to Mr. Cole that my Lords are pleased to give their sanction to the arrangements proposed by the Committee, but with the understanding that a report will be presented to this Board a year hence, after the proposed changes shall have been fully tried, and especially in respect to any further economy which it may be practicable to introduce.

POOR LAW BOARD.

Report.

Increase and diminution of work in new offices generally,

It is not uncommon to find, in the case of offices newly established for the performance of a particular class of duties, that, after they have been in existence for a few years, the amount of their business has both increased and diminished; that is to say, has increased in one direction and diminished in another. On the first establishment of a new system a great deal of work has to be done, which, when the system is fairly developed, may be kept up with very little trouble. On the other hand, in proportion as it is seen what the office is capable of accomplishing, new duties are assigned to it; and the officers themselves, becoming gradually aware of improvements which may be introduced, and of fresh work which admits of being added to their functions, from time to time extend the sphere of their labours, and thus materially add to the duties of the department.

and in the Poor Law Board.

Both these processes have been taking place of late years in the Department for the administration of the Poor Law. In the course of time, the difficulties which it experienced, and the prejudices against which it had to contend at its first establishment, have gradually subsided; its mode of working has become defined; the principles upon which it acts have for the most part been settled; and its officers have acquired greater facility in the discharge of their functions.

To these ordinary causes of diminution of labour, it will probably be expected that we should add the extraordinary one of the decrease which has taken place, and is still taking place, in the amount of pauperism itself. The total sum expended in the relief of the poor in England and Wales has, for the last four years, been steadily decreasing; having been for the year ending Lady day—

	£
1848	6,180,764
1849	5,792,963
1850	5,395,022
1851	4,962,794
1852	4,897,685

Report. This table shows a decrease of 1,283,079*l.* in four years. The first four years of the operation of the new Poor Law exhibit a much larger decrease of pauperism; the expenditure having fallen from 6,790,800*l.* in 1833 to 4,044,741*l.* in 1837, being a decrease of 2,746,059*l.* in the four years; in spite of which decrease the expenditure had by 1848 nearly reached again the same amount at which it stood in 1833, and it has not even now declined to the level of 1837. The average annual expenditure of the first ten years of the new Poor Law, moreover, was somewhat less than the average expenditure of the last nine years has been. The causes now at work, however, to produce a continued decrease, are of a more permanent character than those which operated between 1833 and 1837; and it seems not improbable that the progress of emigration, and the increasing activity of nearly every branch of industry, may, in no long time, further reduce the amount of pauperism, and consequently lighten the labours of the Department charged with superintending its relief.

On the other hand, the experience of twenty years has naturally led to improvements in the administration of the Poor Law,—has shown the necessity for increased vigilance in some directions, and has induced the Legislature to charge the Department with new functions. A large amount of business has been created by giving the Boards of Guardians and Parish officers the option of referring to the Central Board the investigation and determination of questions relating to disputed chargeability and settlement. The superintendence of the District and Union officers throughout the country has become more systematic and more careful, and this again has added largely to the duties of the Office. Lastly, the new system of examining and controlling the proceedings of the District Auditors, which will presently be described, has involved a great increase of correspondence, as may be easily inferred from the fact that 15,000 Relieving Officers' books, 15,000 Overseers' books, 9,800 books of the Masters of Workhouses, and 3,900 books of the Clerks of Unions are reported upon twice in every year. Mr. Austin, the gentleman charged with the superintendence of the District Auditors, informs us that not fewer than 8,000 letters were sent out from his Department alone in the course of last year, besides a great increase of correspondence, arising out of his comments on

the accounts of the Auditors, which has taken place in the Legal Department and the Department for the superintendence of paid officers. *Report.*

While thus adverting to the large increase of work in the Poor Law Office, we are anxious to point out that this increase must nevertheless be looked upon in the light of a saving to the public. The power of deciding disputed questions of chargeability and settlement has been conferred upon the Poor Law Board, because they can thus be decided more expeditiously and more economically than by the Courts of Law. In like manner, the duty of superintending the proceedings of the District Auditors has been undertaken, because a strict system of audit must naturally be productive of increased economy. If, therefore, the addition of these functions to the other duties of the Department involves of necessity the maintenance of a considerable establishment, it is to be remembered that a benefit at least equivalent to the expense thus occasioned is thereby conferred upon the community.

With this introduction we proceed to state the result of our inquiry into the present constitution and establishment of the Poor Law Board. Constitution of the Department.

The chief authority in the Department rests with the President. Under him are two Joint Secretaries, of whom one has a seat in Parliament, and goes out of office when there is a change of Government; and two Assistant Secretaries. Their salaries are thus arranged:—the Permanent Secretary has 1,500*l.*; the Parliamentary Secretary, 1,000*l.*; one Assistant Secretary, 1,200*l.*; and the other Assistant Secretary, 700*l.*

The Senior Assistant Secretary is a Barrister of long standing, and although he has authority (as has also the other Assistant Secretary) to sign letters in the absence of the Secretaries, he attends mostly to the management of the legal branch of the business of the Office; and all the legal correspondence of the Department is referred to him in the first instance. It may here be noticed also, that he fills the office of Counsel to the Committee of Privy Council for Education, and receives an addition of 300*l.* to his salary from that Department.

The general correspondence has been divided into three parts, by assigning to one of the Senior Clerks all the papers relating to the appointment, conduct, salaries, and dismissal of paid officers; and by distributing the miscellaneous correspondence into two parts, each comprising Division of business.

Report.

a certain number of Inspectors' districts. When the two Secretaries and the Second Assistant Secretary are all at the Office, each takes one of these divisions in turn, changing every day; but as all letters usually come to the Permanent Secretary for signature, he has the opportunity of seeing the daily progress of the business in every Department. In the absence of either of these officers the business is divided between the other two.

Besides the correspondence comprised in these three divisions, and that belonging to the Legal Department, there are several special matters which are referred to different officers on the establishment. One gentleman is charged with the correspondence relating to the salaries of Medical Officers and Schoolmasters, and with the papers connected with Vaccination. Another undertakes letters relating to Union and Parish property, and to Emigration. Another has the letters relating to the surcharges and disallowances of Auditors. Another takes letters relating to the payment of the salaries of Auditors, and miscellaneous matters connected with the Chief Office. There are also several other branches of the business of the Office, more or less distinct, at the head of each of which is placed an officer, who, whatever may be his salary or standing, is independent of all other officers, and directly responsible to the Secretaries or Assistant Secretaries alone.

Objections to this division.

This mode of dividing the business appears to us objectionable on two accounts. It prevents economy of labour; and it has a tendency to disqualify men for rising in the office by confining them too exclusively to particular duties. It is desirable that a young man, on entering an office, should, as far as practicable, have full opportunities afforded him for becoming acquainted with the whole of its work; and that, as long as he remains in it, he should always be considered available for employment in any branch in which his services may be required. As he advances towards the head of the office, he may naturally display peculiar aptitude for certain parts of the business, and may accordingly be chiefly employed upon them; but this should be as a convenient arrangement only, and should not amount to his exclusive appropriation to a single class of subjects.

Its effect on the Office.

The amount of work which falls to the Poor Law Board is large, and its character is important. The officers employed in it appear to discharge their duties in an efficient manner, and several of them are highly meritorious public

servants. Their salaries, however, are below the average of the higher class of Government officers; and although in this Department the separation of intellectual and mechanical labour is much more complete than in other establishments, the prospects of promotion are by no means favourable. We attribute this in great measure to the subdivision of work which we have noticed; for the consequence of placing so many officers each at the head of a department of his own, is, that there are no superior appointments at which they can aim; and we regard the absence of prizes of this nature as a great drawback to the efficiency of an office. *Report.*

The first point which offers for consideration is the present arrangement of the Secretariat, consisting, as above stated, of two Joint Secretaries, one of whom has a seat in Parliament, and two Assistant Secretaries.

Parliamentary Secretary.

Whether it be necessary that the Department should be represented in Parliament by a Secretary, in addition to the President of the Board, is a question involving grave considerations of a political and general character, upon which we do not feel called upon to express an opinion. The present arrangement was established by the Statute 10 & 11 Vict. c. 109, s. 6, and can only therefore be altered, if alteration be deemed desirable, by Act of Parliament.

Assistant Secretaries.

Should such an alteration be hereafter decided upon by the Legislature, we are of opinion that the ordinary business of the Office might be efficiently discharged by a Secretary, an Assistant Secretary, and a Barrister of rank, or at least of acknowledged eminence in his profession, holding the position which is now filled, with great advantage to the Department, by Mr. Lumley. We should in that case propose that the Assistant Secretary should have full authority to sign letters and orders, and to discharge the other functions of the Secretary, so as to be able completely to supply his place in his absence; and that, in consideration of this addition to his duties and importance, his salary should rise from a minimum of 700*l.* to a maximum of 1,000*l.*, by an annual progression of 50*l.*

Division of the business of the Department.

The business of the Department may be classed under two heads,—external administration, and office management. The former includes the legal and general correspondence, the superintendence of paid officers, the audit of union, parish, and school district, accounts, the approval of workhouse plans, and all other business which

Report.

belongs to carrying the Poor Law into effect throughout the country. The latter includes the discipline and regulation of the Office, its accounts, its correspondence with other Government Departments, the preparation of Statistics and Parliamentary Returns, and the care of the papers, comprising their registration, distribution, deposit, binding, indexing, and safe custody.

Department of Office Management.

It appears to us that these Departments, particularly that of Office Management, are capable of greater consolidation than has yet been attempted with regard to them. In the care of the papers, for instance, although each part of the business is done very well, there is a want of communication between the officers charged with separate functions connected with it, which is adverse to economy of labour. We consider that the whole work of preparing the correspondence of the day for the consideration of the Executive officers, and of disposing of it after it has received that consideration, should be carried on in one Department. The letters of the day should be opened, numbered, docketed, registered, and assigned to the proper Executive officer, before they leave the rooms appropriated to the Management Department. They should then be sent to the officer to whose division they belong; and after having been duly minuted or otherwise disposed of by the Executive officers, should be returned, with drafts of the letters to be written in reply to, or in consequence of them, to the officers of the Management Department, to be copied. The copies, when made, should then be returned to the Administrative Department, to be examined by the person who drew the letter, and to be by him submitted to the Secretary for signature. When signed, the letters should again go to the officers of the Management Department, whose duty it should be to despatch them, and to deposit the drafts and other papers in the proper place, after completing the register by adding to it a note of the manner in which each paper has been disposed of. The papers will then be indexed, and in due time will be bound up into volumes, under the direction of the Chief Clerk in this division of the Office.

As this Department will thus have the custody of the papers, all accounts and statistical returns which may be required for presentation to Parliament, or for other purposes, should be prepared by the Clerks connected with it. The preparation of the estimates, the control of expenditure, the checking of Inspectors' expenses, and

the Departmental correspondence of the Office, should also fall within the duties of this Division. *Report.*

We propose that there should be placed at its head a Chief Clerk, with a salary commencing at a minimum of 500*l.*, and rising, by 20*l.* a year, to a maximum of 700*l.* His duty should be, to superintend the whole of the operations which we have described under the head of Office Management, to maintain the discipline of the Office, under the directions of the Secretary, and to see that arrear books are duly kept, and that the several gentlemen throughout the Office are employed upon those portions of the work in which their services are most required. Its Chief Clerk.

The Department of Administration will naturally divide itself into, first, legal business; secondly, the superintendence of paid officers; and thirdly, the general correspondence. Department of Administration.

A Chief Clerk should be placed at the head of this Department also, with a salary of the same amount as that proposed for the Chief Clerk for Office Management. It should be the duty of this gentleman to make himself master, as far as possible, of the whole of the administrative business, with which view we recommend that all letters and orders intended for the signature of the Secretary or Assistant Secretary should be sent through him, so that he may see all that is going on in each separate Subdivision. He will thus acquire such general knowledge as will enable him to give useful advice or information to those engaged upon special duties. Its Chief Clerk.

The Legal Department will, as at present, continue to be particularly attached to the Senior Assistant Secretary. One or perhaps two of the Senior Clerks will naturally devote themselves exclusively to this part of the business; but as we consider it highly important that all the officers of the establishment should have full opportunities given them of becoming acquainted with the law in the administration of which they are to be concerned, we recommend that the Junior Clerks in the Legal Department should from time to time be changed, and others brought in to take their places, so that each in turn may have the advantage of making himself familiar with its details. Legal Department.

The superintendence of all matters relating to paid officers will continue fully to occupy the attention of one of the Senior Clerks. At the present time, besides the provision made for the discharge of the general duties of this Subdivision, it is found necessary to place one class of Superintendence of paid officers;

Report.

and of District Auditors.

officers (the District Auditors) under the separate superintendence of a gentleman who has acquired great experience as an Inspector, and by whose active exertions very important improvements have been made, and are still making, in the conduct of audits. It is probable that the superintendence of the District Auditors must be kept distinct from that of other paid officers for some time to come.

General correspondence.

With regard to the general correspondence of the Office, we have only to recommend that it should be conducted under the management of a single person, instead of being divided, as at present, between two. The principle of a geographical division of the business of the Poor Law Board, which formerly prevailed, has very wisely, as we think, been gradually superseded by a division according to the nature of the subjects to be dealt with ; and it is desirable that the separation of the general correspondence according to Inspectors' districts, which is the only instance of geographical division now remaining, should be abandoned.

Proposed constitution of Office.

To adapt the constitution of the Office to the mode of transacting the business which we have proposed, we recommend that the number of Superior Clerks should be reduced, and that the scale of their salaries, which is now too low, should be raised. There are at present a First Clerk, a Board Clerk, and twenty-five Clerks, divided into five classes, besides a considerable number of Supplementary or Copying Clerks not on the establishment. We would propose to substitute for this establishment two Chief Clerks, at salaries rising from 500*l.* to 700*l.* by an annual increment of 20*l.*, and two classes of Clerks below them, the first at salaries commencing at 300*l.*, and rising by 20*l.* a year to 600*l.*, and the second at salaries rising from a minimum of 100*l.*, by 10*l.* a year to 300*l.* We think it probable that by an economical distribution of the work, and by employing Clerks of the Supplementary or Copying class for some of the purposes for which the Clerks of the superior establishment are employed at present, the number of the latter may ultimately be considerably reduced; and we accordingly propose that the first class which we have recommended should comprise four, and the second class ten, members.

Two Chief Clerks.

Two classes of Clerks on establishment.

Supplementary Clerks.

The Supplementary Clerks should be placed on the footing of those who have been appointed at the Board of Trade; that is to say, they should begin at a salary of 80*l.* a year, to rise by 5*l.* to a maximum of 180*l.*; and

Report.

in certain special cases of more than usual merit they should, after reaching this maximum, be advanced to a higher division of the class, in which their salaries should rise by 10*l.* a year to a maximum of 250*l.* We consider that this class may, under proper superintendence and direction, undertake the greater part of the duty of registering, indexing, and posting accounts, and of preparing statistics, which at present falls upon the superior class; and that by such an arrangement it will become possible, without any addition to the total cost of the establishment, to place the salaries of the superior officers on a footing more proportioned to the importance of the functions they have to discharge.

Comparison of the expense of the present and proposed establishment.

The present expense of the Secretariat is as follows:—

	£
Two Secretaries - - - -	2,500
Senior Assistant Secretary - - -	1,200
Assistant Secretary, rising from 700*l.* to 900*l.*, giving a mean salary of - -	800
Total - -	4,500

Should the Parliamentary Secretary be dispensed with, and the arrangement we have suggested with respect to the Assistant Secretary be adopted, there would be—

	£
One Secretary - - - -	1,500
Legal Assistant Secretary - - -	1,200
Assistant Secretary, rising from 700*l.* to 1,000*l.*, giving a mean salary of -	850
Total - -	3,550

—showing a reduction of 950*l.* on this part of the establishment.

The present expense of the first two classes of Clerks, comprising in all twenty persons, is as follows:—

	Minimum. £	Maximum. £	Mean. £
First class, 10 persons -	2,500 -	4,000 -	3,250
Second class, 10 persons	1,750 -	2,500 -	2,125
Total -	4,250 -	6,500 -	5,375

Report.

By the arrangement which we propose, the expense of the superior establishment, comprising sixteen persons, would be—

	Minimum. £	Maximum. £	Mean. £
Chief Clerks	1,000	1,400	1,200
First class	1,200	2,400	1,800
Second class	1,000	3,000	2,000
Total	3,200	6,800	5,000

Architectural Adviser.

—showing a decrease of 375*l.* on the *mean* expense of this part of the establishment. We propose, however, that the Architectural Adviser of the Department, who at present ranks among the Clerks, should not be included in the new classes, but should hold a distinct appointment, and should receive a fixed salary of 300*l.*, which would leave the balance of decrease at 75*l.* only.

Supplementary Clerks.

The Supplementary Classes would take the place of the present third and fourth classes, comprising 17 persons, and of the Copyists, of whom 12 are now employed. The actual mean expense of these portions of the Establishment is 3,700*l.*, a sum which would be equivalent to the mean salaries of 28½ persons in the lower division of the Supplementary Class. This amount would be somewhat increased if promotions were to take place to the higher division of that class; but we think such promotions should not be made unless it is found possible to fix the number of the Supplementary class lower than that above supposed, which we have no doubt may be done by a careful revision of their duties.

We consider that the Poor Law Board itself will be the best judge of the extent to which such reduction can be carried; and we therefore abstain from entering into any discussion of the point; and content ourselves with recommending that the subject should be taken into immediate and serious consideration in the Department, and that a scheme should be carefully prepared for the apportionment of the whole Establishment, and should be laid before the Lords of the Treasury for their approval, before any of the alterations of salaries which we have recommended are allowed to take effect.

Anticipated advantages of the plan proposed.

The chief advantage which we anticipate from this rearrangement of the Office is, that the prospect of being

Report.

appointed at once to the second class of Clerks, of obtaining more rapid promotion, and of having several valuable prizes to compete for, will attract into it men who would be unwilling to enter at the bottom of the Office with no better prospect than that of rising, after a very long period of service, to a maximum salary of only 400*l.* a year. It is true that there are at present in the Department several gentlemen who have served in it from its first establishment, not only with fidelity and ability, but with an amount of zeal for the public interests which merits the highest commendation; but we do not think that it would be right to infer from this circumstance that the inducements which the Office now holds out are sufficient to continue to attract men of equal qualifications. A new establishment, which is likely to develope and to become more important, possesses greater attractions than one which has attained its full proportions, and in which no new prizes can be calculated upon. The Poor Law Board has now probably reached its maturity, and it is desirable that its constitution should be such as the importance of its functions demands.

Promotion by merit observed.

We learn with satisfaction that the rule of regulating promotion by a strict reference to merit, which ought never to be lost sight of in any Government Department, has been carefully observed in this Office.

Examinations recommended.

It does not, however, appear that any examination takes place on first appointments.

We are of opinion that, as in the case of the Board of Trade and other Departments, both the Clerks and the Supplementary Clerks should be examined previously to their appointment. The Supplementary Clerks should be examined as to their handwriting, their general intelligence in deciphering what is given them to copy, their acquaintance with the first rules of Arithmetic, and their familiarity with the ordinary principles of English Composition. The candidates for clerkships of the superior class should be examined with a view to ascertain that they have received a liberal education, and are personally intelligent. We do not desire to lay down any minute rules as to the nature of this examination, which may, to a certain extent, be made to depend upon the nature of the candidate's previous studies. A knowledge of Arithmetic as far as Vulgar and Decimal Fractions, and a general familiarity with the rules of English Composition, must be treated as essential; and some acquaintance with the general principles of law

Report.

would be an undoubted recommendation to those who look to rising in this branch of the public service.

Age.

The age of admission to clerkships should be between eighteen and twenty-five years; and none should be eligible beyond those limits, unless in cases where they have been already engaged in the public service.

Medical examinations.

They should be subjected to a medical examination, or should produce satisfactory medical certificates, to ascertain that they have no bodily ailment likely to incapacitate them for service.

Certificates of character.

They should also be required, unless personally known to, and vouched for by, the President or the Secretary, to produce satisfactory certificates of character.

Probation.

Lastly. The first year after their appointment should be strictly one of probation, and the Chief Clerks should transmit to the Secretary once in three months a written report on their conduct and ability, like that now quarterly made by the Chiefs of Sub-divisions in the War Office.

Record of employment.

It will further be desirable that the Chief Clerks should keep a record of the manner in which each Clerk in the Office is employed, and should from time to time submit it to the Secretary, in order that he may be aware of the exact state of the Office, and of the merits of each individual. He will thus also see that a fair opportunity is afforded to every one of learning the whole of the business of the Department, as far as he is qualified to do so.

Vacation

The period to be allowed for vacations should be six weeks in the case of the Clerks of the Superior Establishment, and four weeks in the case of the Supplementary Clerks. Occasional absences should be reckoned, and deducted from the period allowed for the annual holiday.

How far changes can be made at once.

The recommendations which we have made for the rearrangement of the Office do not admit of being immediately carried into full effect, but to a great extent they may be acted upon without delay, subject to such temporary reservations as may be dictated by a due regard to the claims of individuals already employed.

The alteration in the position and salary of the Assistant Secretary must depend upon the decision which may be arrived at respecting the necessity of retaining a Parliamentary Secretary, which is a matter for the consideration of the heads of the Government.

The two Chief Clerks may be at once appointed; and we are of opinion that a first class of Clerks should be

immediately constituted on the new footing which we have proposed, by careful selection, according to merit, from the whole Office. As, however, this new first class will consist of a smaller number than the existing first class, it should for the present be distinguished as a senior division of the first class; and the remaining gentlemen in the class may form a junior division, which must be considered as provisional, and must not be recruited by fresh appointments when vacancies occur in it. The gentlemen in this junior division of the first class should receive salaries increasing from the present amount at an annual progression of 15*l.* to the existing maximum of the first class, viz., 400*l.*

The new second class may then be formed by the selection of as many gentlemen, taken by merit from the whole Office, as will, with the junior division of the first class, make up a number not exceeding the complete number of ten. The remaining members of the present second class will then form a junior division of the second class; which, like the junior division of the first class, must be considered provisional, and must not be recruited. The gentlemen in this junior division of the second class will continue to receive salaries increasing to the existing maximum of the second class, viz., 250*l.*

The remaining gentlemen may be divided into two provisional classes, receiving salaries increasing from the amounts they at present receive to a maximum of 250*l.* for the higher, and of 180*l.* for the lower class, the increase in each case being at the rate of 10*l.* a year. These provisional classes must not be recruited by fresh appointments, but must gradually exhaust themselves, and their place must be supplied by the appointment of Supplementary Clerks. Vacancies occurring in the first division of these provisional classes may, however, be filled up by promotions from the second division.

It should hereafter be a rule that every person appointed to the new second class should begin at the minimum salary of that class, viz., 100*l.* a year, even though he may previously have been in the receipt, as a Supplementary Clerk or otherwise, of a higher salary; but we recommend that an exception to this rule should be allowed in the case of gentlemen now holding clerkships in the Office who may not be included in the first appointments to the new classes, but who may afterwards, as vacancies occur, be selected, on the ground of merit, for promotion

Report.

into them. These gentlemen should not, on such promotion, go back to the minimum salary of the new second class, but should retain the salary of which they are actually in the receipt, and should advance by annual progression from that starting point.

Such of the present Copying Clerks as are properly qualified, may at once be placed upon the footing of Supplementary Clerks. As they have been employed for some years upon piece-work, and have earned more or less according to their industry, we recommend that an average should be taken of their earnings for the three years last past, and that their salaries should begin at the amount so ascertained, provided that it neither falls short of 80*l.* nor exceeds 180*l.* The annual increment of 5*l.* should then be given until each arrives at the maximum salary of the class. It must be distinctly understood that the gentlemen thus appointed to the Supplementary Class will be expected to perform the same services, and to devote the same time to the execution of their duties (allowing for the necessary vacation) as they have hitherto done. We entertain the fullest confidence that the gentlemen who may profit by the boon which it is proposed to confer upon the class of Copying Clerks, will feel it incumbent upon them so to exert themselves that the public may not be put to additional expense by the arrangements which have been made with a view to rendering their situations more secure and more satisfactory to them.

We have now completed our recommendations as regards the main establishment of the Office. Before proceeding to consider the position of those who are employed under it as Inspectors, we have one or two suggestions to make with a view to the economy of labour and expense.

Payment of salaries, &c.

The salaries and contingent expenses of the Office ought to be paid in the manner now adopted in most of the principal public establishments; that is to say, the Chief Clerk for Office Management should make out and transmit to the Paymaster General towards the close of the quarter an account of the salaries due, and a statement of the proportion of the grant for contingent expenses likely to be required during the ensuing quarter; the Paymaster will then pay the salaries himself, and keep the account and vouchers for them, and he will pay over to the Chief Clerk the sum required for the contingent expenses.

Employment of Treasury Solicitor.

We are informed that when the Board are engaged in proceedings before Courts of Law, a solicitor specially

retained by the Department is usually employed. This practice should be discontinued, and the Department should avail itself of the services of the Solicitor to the Treasury, whose engagement extends to the transaction of any part of the legal business of the public which may be committed to him. The Solicitor's charges incurred by the Office within the last three years amount to 737*l.* 4*s.* 6*d.*, giving an annual average of about 245*l.*, of which probably 150*l.* may thus be saved for the future. *Report.*

Distribution of Annual Report.

We have thought it right to call attention to the large number of copies of the Annual Report which it is the practice to order for gratuitous distribution, and we have ascertained that the number may, without inconvenience, be reduced from 4,000 to 2,500 copies.

Orders sent out.

Some economy may also be effected by a diminution in the number of the copies of orders sent out by the Board. The number sent to Clerks of Justices, and other persons, in pursuance of Parliamentary enactments, is often considerably more than the cases require; and the time of the Clerks is thus unnecessarily occupied, and other expenses are occasioned. It is desirable that the sanction of Parliament should be sought for enabling the Board to regulate the issue of these orders at their discretion.

Messengers.

The salaries of the Messengers employed by the Office should be as follow:—

An Office Keeper at 130*l.*, whose wife should act as Housekeeper, and should receive an addition of 20*l.* a year in consequence.

The Messengers should begin at a minimum of 70*l.*, and advance by 2*l.* 10*s.* per annum to a maximum of 100*l.* They should do such work, either in or out of doors, as occasion may require. No expenditure should be incurred by them without written authority, which should be obtained through the Office Keeper, and should be noticed in his account.

Inspectors.

There are at present 12 Inspectors employed in the administration of the Poor Law throughout the country. One of them (Mr. Austin) is chiefly employed in the Central Department, where he is engaged in superintending the proceedings of the District Auditors, a duty which will presently be described more at length. He has still, however, the charge of a certain district in the West Riding of Yorkshire, which has not yet been formed into Poor Law Unions. The other Inspectors have the charge each of a separate district, comprising

Report.

Their salaries and allowances.

from 40 to 75 Unions. Their salaries are fixed at 700*l.* per annum; in addition to which an allowance is made to them for their personal expenses, which allowance was originally fixed at the rate of 1*l.* 1*s.* a day while actually employed, but has been reduced, in the case of the Inspectors recently appointed, to a payment of 1*l.* 1*s.* a night, when absent from home on duty. The payment of 1*l.* 1*s.* a day has been held to apply to every day, including Sundays, not taken as a holyday; and the eight Senior Inspectors consequently receive nearly 365 guineas, or, on an average, about 370*l.* per annum, in addition to their salaries. The four Junior Inspectors have received, on an average of four years, about 193*l.* per annum, in addition to their salaries. The actual travelling expenses of each Inspector are paid, and of course vary considerably according to the size of his district, and the facilities for travelling which exist within it.

Principle of selecting them.

It appears to us that the common rule of the public service, that appointments to it should in the first instance be made from among young men, taken at their entrance into life, and that they should be trained to rise to superior stations, receiving as they advance a proportionate increase of salary, does not altogether apply to the class under consideration. The duties which a Poor Law Inspector has from his first appointment to perform, require not only general ability, but tact and discretion, and a certain amount of knowledge of the world, which is not generally possessed by young men at the age usually thought proper for their entering the public service. There is no opportunity for their serving such an apprenticeship to the business, as would supply their deficiencies in these respects; and we are therefore of opinion, that the selections for these appointments should be made from among persons of greater standing; and that a high rate of salary will be required from the first, in order to secure the services of persons possessing the necessary qualifications.

We accordingly recommend that the salary be continued at 700*l.* per annum.

Probation.

The importance of ascertaining by actual experience the fitness of each Inspector for the duties of his appointment, renders it essential that the first year of his service should be considered as one of probation, and that previously to his being confirmed, a special report should be made by

the Secretary upon his qualifications, and should be laid before the President. *Report.*

We consider that the daily personal allowances should be commuted for fixed annual payments. Where a service is of a temporary character and of uncertain duration, the expense to which the person engaged upon it is put can only be defrayed by a system of daily payments; but where the service is continued throughout the year, and the whole time of the officer is employed in its performance, it is generally desirable to meet the case by a fixed annual payment. The mode of paying the daily allowance operates in many cases as a reason for continuing at work, without taking even such an amount of holydays as is necessary for the health, and consequently for the efficiency, of the persons employed; while in some cases it is felt by those who receive it to be a cause of annoyance, and to involve continual scruples as to the employment of their time, which only serve to disquiet sensitive minds, without in reality conducing (as we believe) to a better discharge of the public service. The account which each Inspector is required to furnish of his proceedings, is a sufficient security for the proper employment of his time; and the amount and nature of his necessary business are such, that it would be impossible for him to absent himself from duty, without its being speedily noticed by his official superiors. The desire to maintain a good character at the Office, has always proved a strong incentive to exertion among the Inspectors. Personal allowance to be commuted.

We are of opinion, however, that it is not desirable to merge the allowance for personal expenses in the general salary; inasmuch as this might lead to the preferring of claims hereafter, when the circumstances of the alteration have been lost sight of; and we recommend that the annual commutation for the daily allowance should be always kept distinct, and its purpose separately stated, though it may be paid at the same time and in the same manner as the salary. To be kept distinct from salary.

We consider that the amount to be allowed should be 300*l.* per annum. This will in effect make the salary of the Inspectors 1,000*l.* per annum. At present the Senior Inspectors are receiving somewhat more than this; their average salaries, with the addition of the personal allowance, being about 1,070*l.* We do not recommend that these gentlemen should be required to submit to a re- Its amount.

Report.

duction in the sums they now actually receive. An average may be taken of each person's salary and personal expenses during the last four years, and it may be continued at that rate. We think, however, that for all new appointments the sum we have named will be sufficient.

Expense of staff.

The average expense of the salaries and allowances of twelve Inspectors on the present scale is 12,130*l.* per annum. According to the proposal which we have made, the expense of the same staff will be 12,000*l.*

Possible reduction in numbers.

If the staff of Inspectors can be reduced in number some saving may be effected. At the present time Mr. Austin is employed, almost exclusively, at the Central Office; and we believe that the work of local inspection is satisfactorily performed by the remaining eleven gentlemen. We are not, however, prepared to say that it will ultimately be found expedient to dispense with the services of an Inspector holding the position of Mr. Austin. We understand that, independently of the benefits experienced from Mr. Austin's superintendence of the District Auditors, great advantage is found to result from the arrangement which places an unattached Inspector at the command of the Board for any business which may require immediate attention; and in the event of the reduction of the Secretariat, the importance of such an officer will probably be more than ever felt.

Inspectors' Clerks.

We are of opinion that the salaries allowed to the Inspectors' Clerks should begin at a minimum of 70*l.*, and rise by 5*l.* a year to a maximum of 120*l.* They are at present paid out of the contingent expenses of the Office, and receive salaries nearly of the amount proposed; but it would be right that they should in future be included in the estimate, as other officers are.

District Auditors.

The superintendence which Mr. Austin exercises over the proceedings of the District Auditors is of a very valuable kind. The system of audit has never hitherto been properly organised; nor have the position and salaries of the Auditors been well arranged. The audits were originally conducted by persons elected within each Union. Their salaries varied from 10*l.* to 20*l.*, or upwards; and sometimes reached as high a point as 50*l.* In 1844, the Unions were grouped together in fifty districts for the purposes of audit; and the salaries of the Auditors were regulated, by adding together the amounts formerly paid by each Union within the district, and fixing the

salary with a certain reference to the total amount thus ascertained. The result is, that there is great want of uniformity in the districts assigned to the Auditors, and consequently in the salaries which they receive. The highest salary received by a District Auditor at present is 523*l.*; the lowest is 83*l.* There is no allowance for personal expenses. *Report.*

The Auditors are elected by the Chairmen and Vice Chairmen of the Unions comprised in the district, but the Board has the power of removing them at any time. Their salaries are paid out of the Consolidated Fund; and they are generally regarded as the officers of the Board, though not originally appointed by it. Mode of election. Relations to the Board.

They are required to hold an audit twice a year; and sometimes an extraordinary audit in addition, for which however, they are specially remunerated. We have already (*supra*, p. 194) noticed the large number of books which they have to examine and report upon. The examination is of a laborious nature; and requires not only care and assiduity, but also an acquaintance with the principles of the Poor Law; as it is not only the Auditor's duty to see that the books are properly kept and the vouchers duly forthcoming, but he has further to decide upon the legality of the items charged for, and is consequently often obliged to inquire into questions of delicacy and importance. His decisions are binding upon the Boards of Guardians, and their officers and overseers, and can only be reversed by the Court of Queen's Bench, or by the Poor Law Board, upon an appeal regularly made to it. The duties of the Auditor do not terminate with the close of the audit; for he is also required to institute proceedings against any persons whom at his audit he has surcharged, or from whom he has certified any balance to be due, and to compel them to pay the sums due from them to the Treasurer of the Union. Their duties.

The proceedings of the Auditors are now under the particular superintendence of Mr. Austin. He not only examines their Reports upon the books which they have audited, but also conducts a great part of the correspondence of the Office touching on accounts, and the whole of that which relates to the manner in which the Auditors perform their duties; he conducts all inquiries arising out of accounts, and is frequently obliged, for this and other matters, to visit personally the locality where the questions arise. He is also charged with the duty of Mr. Austin's functions.

Report.

conducting the election of Auditors when vacancies occur. In short, he is the agent of the Board for the general superintendence of the whole of the Union and Parochial accounts of the country. He has suggested to the Board some amendments in the mode of appointing and paying the Auditors, and some addition to the powers which they at present possess, which would tend, we think, very greatly to improve this important service.

Auditors should be appointed by the Board; and give their whole time.

The Auditors being now in all respects connected with the Central Department, ought, as it seems to us, to be appointed by the Board. They should be required to devote their whole time to the service which they undertake, and should be properly remunerated accordingly. Such an alteration would render it possible to diminish considerably the number employed, and the service would be performed more satisfactorily than can be expected under the present system. The Auditors now employed are not expected to withdraw themselves from other avocations; while at the same time they are remunerated for their services upon the audits by fixed sums, in many cases hardly adequate to the duties which they are called upon to discharge, and not by payments according to the time occupied. They have consequently a direct interest in compressing the audits into the shortest possible time, either by passing hastily through the accounts submitted to them, or by prolonging their sittings for a greater number of hours than can with advantage be continuously employed upon work requiring such unfailing attention. This has rendered it necessary for the Board to watch with strictness the proceedings of the Auditors; and a system of surveillance, instead of one of co-operation by a special department of the Board, has been adopted, which tends to place these officers in a relation to their superiors which is in some respects undesirable.

Their powers should be increased.

Besides the advantages which would result from a change in the position of the Auditors in this respect, we consider that, if their whole time were engaged for the public service, the audits might be made more efficient by extending the powers now vested in the Auditors, and enabling them to inspect the books at all times, and to make more complete inquiries than they are at present authorized to institute. Where there is only a half-yearly examination, and that only of closed accounts, opportunities are offered for negligence, and even fraud, in keeping the books, which there would not be if the Auditor had the

power of inspecting them at any time, and as often as he thought proper, and if such inspection were made a part of his duty. *Report.*

Proposed staff and remuneration.

We are of opinion that the Auditors should for the future be placed on a footing analogous to that which we have recommended in the case of the Inspectors; that is to say, that they should receive a fixed salary, which we propose should be 500*l.*, with an additional allowance of 200*l.* for personal expenses. We think that, if their whole time were taken, a staff of 25 Auditors would probably be sufficient. This would give an annual expenditure of 17,500*l.* for this part of the service, instead of 13,500*l.*, the present amount. Each Auditor should also be allowed the services of a Clerk, at a salary of 100*l.*, without which it will be impossible for him to undertake the duty of inspection which it is proposed to assign to him. The salaries of 25 Clerks would amount to 2,500*l.* per annum, and the increase would therefore amount altogether to 6,500*l.* per annum, which we think would be fully justified by the increased efficiency which the alteration is calculated to produce; and by the public saving which may be expected to result from the establishment of a thoroughly satisfactory system of audit.

It will be observed that this is the only part of the machinery of the Poor Law Board in which the adoption of our proposals will lead to any increase of expenditure. The changes which we have recommended in the Central Department, without including the reduction in the Secretariat, will be attended with some decrease in the estimate; and the same will be the case, to a small extent, with the alteration in the salaries of the Inspectors.

The inadequacy of the remuneration hitherto assigned to the District Auditors has been frequently brought under the notice of the Poor Law Board of late years, and has been made the subject of representations on the part of the Board to the Lords of the Treasury. It appears that when the Auditors' districts were first formed, the salaries of many of the Auditors were fixed at sums lower than the aggregate amount previously paid to the Auditors of the Unions in each district, although the Union Auditors did not incur any expense for travelling, such as is now thrown upon the Auditors of the districts. The hardship thus occasioned is so sensibly felt that the Board now find considerable difficulty in calling upon the Auditors to devote the additional time which a stricter and fuller system

Report.

of examination of accounts would require; and they have accordingly requested authority to expend a sum of 1,800*l.* or 2,000*l.* per annum as an allowance to the existing Auditors in addition to their present salaries. As the revision of the whole system, which we have proposed, cannot take place immediately, we recommend that authority for that purpose should at once be given to the Poor Law Board; and that the sanction of Parliament should be sought for a measure authorizing them to consolidate the Audit districts as vacancies gradually occur, and to appoint new Auditors on the footing which we have suggested for the future.

COURTENAY.
JOHN SADLEIR.
STAFFORD H. NORTHCOTE.
July 20, 1853. C. E. TREVELYAN.

From the Poor Law Commission to the Treasury.

My Lords, *5th October* 1853.

The Poor Law Board have had under their careful consideration the Report of the Committee of Inquiry which accompanied Sir Charles Trevelyan's Letter of the 23d of July last; and they now proceed, in compliance with the request conveyed in that letter, to submit to your Lordship such observations as appear to them necessary on the recommendations which the Report contains.

The inquiries of the Committee appear to have been directed, 1st, to the constitution of the establishment of the office, together with the nature of the business transacted, and the duties and salaries of its members; 2dly, to the duties and present pecuniary position of the Inspectors; and 3dly, to the duties and present remuneration of District Auditors. The Board observe that the Report divides itself accordingly into three corresponding portions, and they think it desirable to adhere to this division in the remarks which they are about to make upon it.

1. As to the Establishment:—The Board desire to state, with reference to the Secretariat, that the same reasons which appear to have influenced the Committee, lead them also to decline to express any opinion in regard to the continuance of the present arrangement. The whole question as to the office of Parliamentary Secretary is one, as

the Committee justly observe, "involving grave considerations of a political and general character," and as such, the Board think it better to leave it altogether in the hands of Her Majesty's Government and the Legislature. Subject to this reservation the Board beg leave to express their general concurrence in the recommendations of the Report in regard to the Establishment, as being calculated to promote the efficient discharge of the public business, and to secure a fair and proper remuneration for deserving public servants; and the Board are prepared to carry them into effect, so far as it may be now practicable to do so, consistently with a due respect to the present position and just expectations and claims of the existing members of the Establishment. They have accordingly, in compliance with a suggestion contained in the Report, directed a scheme to be prepared for the internal organization of the office, and the remuneration of its members. So much of the scheme as relates to the remuneration of the officers is sent herewith, and the part referring to the internal organization of the office is in the course of preparation, and will shortly be submitted to your Lordships. The Board think it right to add that it will be their desire to avail themselves from time to time of all proper opportunities for giving more full and permanent effect than, in some instances, may be at present possible to the principles on which the recommendations of the Report are founded.

In thus expressing, however, their assent to this portion of the Report, the Board desire at the same time to express an anxious hope that your Lordships will be pleased to assent, under the special circumstances of the case, to a slight modification of one of its recommendations, which the Board have thought it right to make in the scheme herewith transmitted, as regards the pecuniary position of Messrs. Cane, Sutton, and Montucci, who form the present senior class. Having regard to the long and efficient services of these gentlemen on the one hand, and on the other to the importance of avoiding the appearance of any want of due appreciation of their exertions which might be occasioned by the partial change in their official position, resulting from the division of the office into only two departments, the Board beg to urge strongly on your Lordships the propriety of at once advancing these three gentlemen to an annual salary of 400*l.*, instead of 360*l.*, the sum at which they at present stand.

2. As regards Inspectors:—The Board entirely assent to the recommendation of the Committee in reference to their personal expenses; fixing, however, with regard to those at present in office, 370*l.* (the sum per Annum which the eight senior Inspectors, on the average, now receive for personal expenses) as the amount to be paid to them in future, instead of the average sum paid to each of these Inspectors during the last four years, as recommended by the Committee. This deviation will of course occasion no increase in the aggregate sum recommended by the Committee.

3. As respects District Auditors:—The Board regard the recommendation of the Committee in reference to the future mode of appointing them as deserving the most serious consideration of the Government and the Legislature. The Board desire also to add that they deem the recommendation that the Board should be authorized at once "to expend a sum of 1,800*l.* or 2,000*l.* per Annum, "as an allowance to the existing Auditors in addition to "their salaries," as of much importance, and one which, if carried out, would be highly conducive to the efficiency of this class of officers.

Signed by order of the Board,
COURTENAY, Secretary.

Treasury Minute on the above.

22*d Nov.* 1853.

My Lords have before them the Report of the Commission appointed to examine into the establishment of the Poor Law Board, and a letter from that Board containing their remarks on the Report.

With regard to the Report itself, my Lords recognize in it a clear and able statement of the principles which ought to govern such an establishment, of its existing defects, and as to the mode in which they can best be remedied; and my Lords are pleased to adopt the Report, subject to the slight modifications and alterations hereinafter indicated.

With regard to the Secretariat, for the same reasons which induced the Committee to avoid an expression of opinion, my Lords reserve the subject for further consideration, as it involves principles which can only be dealt with by the Government with reference to questions of a much wider application.

With regard to the proposed modifications in the internal arrangements of the office, my Lords refer to the letter from the Poor Law Board, already alluded to, in which it is urged, for reasons therein stated, that it would be desirable that the recommendations of the Committee should be so far modified in the mode in which they are now carried into effect that Messrs. Cane, Sutton, and Montucci, who form in the proposed scheme the second class, should be advanced at once to salaries of 400*l.*, in place of 360*l.*, at which they at present stand. My Lords recognize the justice of the grounds on which this application is made, and are pleased to acquiesce in the proposal, it being clearly understood that the scheme in all future promotions and appointments will nevertheless be strictly adhered to.

With regard to the salaries of the Office-Keeper and Messengers, in place of 130*l.* for the former, and rates rising from 70*l.* to 100*l.* for the latter, my Lords are pleased to fix the former at 100*l.*, with an addition of 20*l.* to his wife as Housekeeper; and for the latter, at rates beginning at 60*l.* and rising to 80*l.* If, however, any Messenger is at present in the receipt of more than 80*l.*, it is not the wish of my Lords that he should suffer any reduction.

With regard to the District Auditors, their mode of appointment and their terms of remuneration, my Lords entirely agree with the recommendations of the Committee, and they desire that the necessary steps shall be taken in order to carry those recommendations into effect.

First, as to the mode of appointment: My Lords are of opinion, that in the Act which will be required to be passed in the next Session for the renewal of the Commission, it should be provided that hereafter the appointment of Auditors shall be made by the Poor Law Board, in place of, as at present, by the Chairman and Vice-Chairman of the Board of Guardians.

In considering the question of remuneration, the subdivision of the country into districts necessarily becomes an important element. At the present time, the country is divided into fifty districts, for the purpose of audit; but these are extremely unequal in extent, both as to distances to be travelled and as to work to be performed. The present remuneration is also very unequal, the highest salary being 523*l.* and the lowest 83*l.*, no allowance being made for travelling expenses

The Committee propose that in future the districts shall be reduced to the number of twenty-five ; that Auditors shall be appointed with the understanding that their whole time shall be occupied in their public duties, and that an uniform salary of 500*l.*, with an addition of 200*l.* a year for travelling expenses, shall be fixed for each Auditor, who shall also have the assistance of a Clerk at the rate of 100*l.* a year, the appointment of whom, my Lords desire it to be understood, shall be with the Poor Law Board.

In order to give effect to this arrangement it is obvious that an entirely new distribution of Unions must be made, and that in doing so it will be necessary to make each of the twenty-five districts as equal as possible, having regard to the distance to be travelled and work to be performed ; and that the existing districts must be consolidated from time to time, as vacancies occur, with a view ultimately to give effect to such new distribution.

My Lords have therefore to request that the Poor Law Board will, as early as convenient, prepare a scheme for the consolidation of the present fifty districts into twenty-five ; and in submitting it to this Board my Lords request that they will make any suggestions which they may have to offer with a view to facilitate the change from the present system to the new one now sanctioned, when my Lords will further consider the subject.

As, however, some considerable time must elapse before the new plan can be established, my Lords recognize the desirableness of making allowances to the existing Auditors in certain proportions, chiefly according to the distances to be travelled, over and above the present fixed salaries, towards the payment of travelling and personal expenses ; and my Lords will be prepared to sanction the expenditure of 2,000*l.* annually, as recommended by the Committee for that purpose, when they have received a scheme from the Poor Law Board for its appropriation to such existing districts, as by their extent and the amount of labour connected with them require that the principle of remuneration recognized in the new arrangement should be to a certain extent anticipated.

With regard to the remaining topics discussed in this Report my Lords concur with the Committee, and authorize the Poor Law Board to take the necessary steps to give effect to them.

Transmit copy hereof to the Poor Law Board.

From the Poor Law Commissioners to the Treasury.

SIR, *25th November*, 1853.

I am directed by the Poor Law Board to acknowledge the receipt of your letter of this day's date, in which you transmit to them a Copy of the Minute of the Lords Commissioners of Her Majesty's Treasury, dated the 22d instant, on the representation of this Board of the 5th ultimo upon the Report of the Commission appointed to examine into the Poor Law Department.

I am directed to state that their Lordships' Minute will receive the immediate attention of the Board.

I have, &c.

GRENVILLE C. BERKELEY,
Secretary.

PRIVY COUNCIL OFFICE.

Report.

Although the high and important functions which anciently belonged to the Privy Council have in modern times been materially curtailed, in consequence of the development of the authority of Parliament on the one hand, and the gradual organization of the Executive Departments on the other; and although the recognition of especial responsibility on the part of the Inner Council, or Cabinet, for advice tendered to the Sovereign, has, to a great extent, changed the character of the whole body; there remain to it, nevertheless, no inconsiderable number of its former duties, both in respect of the prosecution of inquiries and tendering advice to the Crown, and also in the discharge of very high executive functions.

Changes in the character and functions of Privy Council.

A large proportion of what may be called the details of legislation rests upon the authority of Orders in Council, some of which are issued by Her Majesty by virtue of her prerogative, while others derive their force from the provisions of Acts of Parliament. It is unnecessary to enter upon an enumeration of the subjects to which this form of legislation applies; but, as examples of their variety and importance, we may mention that Orders in Council, or Royal Proclamations, which may be considered akin to them, are issued for the assembling, prorogation, and dissolution of Parliament; for declaring war; for confirming or disallowing the Acts of Colonial Legislatures; for giving effect to Treaties; for extending the terms of Patents; for granting Charters of incorporation to companies and to municipal bodies; for deciding causes on Appeal; for creating Ecclesiastical districts; for granting exemptions from the Law of Mortmain; and for an immense number of other purposes; amongst which must be specially noticed one—the expediency of which we think questionable—namely, the regulation of the Admiralty Department.

Its present business.

The subjects to which these Orders relate, fall, for the most part, under the especial cognizance of one or other Department of the Executive Government, which is responsible for the propriety of issuing the Order at all, and for its general tenor and effect. The Law Officers of the

Mode of framing Orders in Council.

Report.

Crown also are always consulted, and are responsible for its legality. It is, however, further necessary that there should be a proper machinery for ensuring uniformity in this branch of legislation, for securing conformity to precedent, and for bringing the business before the Sovereign. In some cases, moreover, there is no Department especially charged with the subject in hand, so that it becomes necessary to provide for the proper framing of the Order. These, therefore, are some of the functions of the Officers attached to the Privy Council.

Conduct of inquiries.

With regard to the conduct of inquiries, it is competent to the Sovereign to refer any matter whatever to Her Privy Council, and to require them to make inquiry and to report to her respecting it. In the prosecution of such inquiry they have the power of examining witnesses upon oath. It is, indeed, very seldom that such general references are now made, or that the examination of witnesses upon oath takes place; but the practice of referring particular questions or whole classes of subjects to Committees of the Privy Council has always prevailed, and still continues.

Committees of Council.

Some of these Committees are standing and permanent bodies. Such are the Committee for Trade, the Committee on Education, and the Judicial Committee. Of these, the Committee for Trade has become, both in fact and in name, a separate Department of the Government. The Committee on Education and the Judicial Committee are still connected with the Establishment of the Council Office.

Besides these standing Committees, others are temporarily formed, as occasion requires, for the purpose of dealing with particular questions. Thus, a recent petition from the inhabitants of Jersey and Guernsey has been referred to a Committee consisting of the Lord President, the Secretary of State for the Home Department, and three other Privy Councillors.

It remains to be added, that some inquiries are conducted at a distance by persons sent for the purpose by order of the Lords of the Council; as, for instance, medical inquiries in cases of quarantine, and inquiries into the merits of petitions for municipal charters.

Establishment.

After this brief sketch of the principal duties at present devolving upon the Privy Council, we proceed to express our views as to the Establishment required for their discharge.

Report.

Constitution of Education Department.

The question which most urgently calls for consideration, with reference to the establishment of the Office, is that of the relations of the Committee on Education to the rest of the Department. There are at the present time upon the Establishment of the Privy Council Office 11 Clerks and 17 Supplementary Clerks, whose services are entirely devoted to the business of the Education Committee. In addition to these, there are also 4 Examiners and 2 Supplementary Clerks employed upon the same business, but remunerated out of the funds voted by Parliament for education, and not connected with the general Establishment of the Council Office at all. The position of these gentlemen is in many respects anomalous, and demands careful re-consideration. We are of opinion that this Department should be altogether separated from the rest of the Office, and that no connexion should exist between them, except their common subordination to the Lord President. The union of several Departments in one Office is advantageous and economical when the work which each has to perform bears an analogy to and harmonises with the work of the rest; but to bring together under the charge of a single Establishment business of a wholly incongruous character, tends not to efficiency but to confusion. The Education Department of the Council Office, and the Department charged with the management of the Orders and Proclamations must always be distinct both in their spirit and mode of action: those who have gained experience in the one will be in no respect fitted thereby to serve in the other; and possibly the habits engendered by the performance of one set of duties will even tend to disqualify a man for undertaking those which are so wholly different.

Should be separated from Council Office.

Under such circumstances the regulation of promotion would become extremely difficult. The Education Department, as the larger and more important, and as presenting, moreover, the wider field of distinction, would attract to itself the greater number of the Juniors, and these would not be qualified to take the higher places in the other branch of the Office as vacancies occurred, for want of the necessary familiarity with forms and precedents, which cannot be acquired unless time be expressly devoted to their study. It is probable, therefore, that one or two Juniors would especially devote themselves, or would be directed to attend to this particular business, with a view to rising to the higher places, and thus the

Report.

Office would really be divided into two, with the addition of the inconvenience that would result from the claims which the gentlemen in one Department would consider themselves to have to promotion when vacancies occurred in the other.

We recommend, therefore, that the Education Department should be separated from the Establishment of the Council Office; that the salaries of the gentlemen employed upon it should be charged upon the grant for Education; and that they should be regarded as in all respects members of a distinct Department.

As to necessity for two Clerks of the Council.

Proceeding now to the general Establishment of the Council Office, we have, in the first place, to call attention to the passage in the Report of the Select Committee on Miscellaneous Expenditure in 1847, which intimates a doubt whether two Clerks of the Council need permanently be retained. We are of opinion that there would be no occasion for retaining more than one such Officer, if provision were made for supplying his place in case of his absence. At present, no Council can be held unless one of the two Clerks is in attendance; and instances of serious inconvenience have occurred from the illness of one Clerk during the absence of the other. The signature of the Clerk of the Council is also necessary to the authentication of Orders and other Documents. If, however, power were given to the Lord President from time to time to authorize some other Officer on the Establishment to attend the Queen in Council, and to sign papers in the absence of the Clerk of the Council, the second Clerkship might be abolished. We recommend, therefore, that this power should be at once conferred by Order in Council upon the Lord President, and that the first vacancy which occurs in the Office of Clerk of the Council should not be filled up.

Number of Clerks required in the Office.

With respect to the assistance required for the discharge of the business, we consider that a much smaller staff of Superior Officers is needed than has hitherto been borne upon the Establishment. A large amount of copying is required to be done, as copies of the Orders and Procalmations have to be multiplied to a great extent. This, however, is work which does not demand the employment of men of high intellectual qualifications. It may be well done, as indeed much of it is at present done, by a class of Supplementary Clerks, such as those whose employment has been recommended in the Board of Trade.

Report.

We propose, therefore, that, as an ultimate arrangement, there should be only two Superior Clerks employed under the Clerk of the Council, the first at a salary commencing at 500*l.* and rising by 50*l.* a year to 800*l.* per annum, the second at a salary commencing at 200*l.* and rising by 20*l.* a year to 500*l.*

Present scale of salaries.

At the present time the Chief Clerk's salary is fixed at 800*l.*, rising by 20*l.* to 900*l.*; and the salaries of the two Clerks who form the first class are fixed respectively at 600*l.* rising to 700*l.*, and 450*l.* rising to 550*l.* The Clerks in the second class are at present employed in the Education Department, and are receiving additional remuneration for that service, which raises their total salaries to a higher amount than those of the class above them. The Second and Third Clerks in the third class are in the same way receiving larger salaries than the First Clerk in that class. The following scale shows the salaries at present received:—

	£
Chief Clerk	900
Second do.	700
Third do.	550
* Fourth do.	800
* Fifth do.	600
Sixth do.	230
* Seventh do.	450
* Eighth do.	360

Those marked thus (*), are the gentlemen receiving additional salaries in the Education Department. The other gentlemen, who are borne as Clerks upon the Establishment of the Council Office, are wholly employed upon the work of the Education Department, and were originally appointed solely with a view to that business. They will, therefore, if our recommendation shall be adopted, be entirely removed from the Establishment of the Council Office, and will at once be placed on that of the Education Department. With regard, however, to the gentlemen appointed to the Council Office before the constitution of the Education Department, and of whom some have been employed on the business of that Department under a guarantee that such employment should not affect their prospects in the old Establishment of the Council Office, some further consideration is required.

Report.

Arrangements proposed for the present.

The promotion in the Office has hitherto been regulated by a regard to seniority, except as regards the appointment to the Chief Clerkship, which is bestowed by the Lord President upon any one of the Clerks whom he may think fit to select.

We do not think it just to disappoint the reasonable expectations of the gentlemen now holding Clerkships in the Office, and we therefore recommend that no change be at present made in the salaries of the Clerks appointed without exclusive reference to education; that their progression by seniority continue according to the present arrangement, provided, of course, that each man is judged fit for promotion when his turn comes for rising to a higher class, and that such of them as may be promoted to the Chief Clerkship should take it at the present rate of salary. No new appointments should be made till the number of Clerks on the old Establishment is reduced below two, and the appointments then and thereafter made should be upon the new footing which we have proposed. As regards the three gentlemen now employed in the Education Department, and receiving additional salaries in consequence, we are of opinion that appointments should be offered them in that Department, which if they accept, they should be expected wholly to resign their present position and future prospects in the Council Office; but should they prefer to remain on their existing footing, they should have the option of retaining their position, on the condition that each, on arriving by seniority at the Second Clerkship in the Council Office, shall relinquish his additional salary and his connexion with the Education Department, and devote himself wholly to the duties of the old Establishment.

Selection of Clerks.

Examination.

With regard to the future selection of gentlemen to fill the office of Second Clerk, we are of opinion that it would be desirable to require the candidate to pass an examination for the purpose of ascertaining that he has received a liberal education, and that he is personally intelligent. We do not desire to lay down any precise rules as to the nature of such examination; it should, to a certain extent, depend upon that of the candidate's previous studies; but care should be taken to ascertain that he is a person of sufficient capacity and attainments to justify the expectation that he will in due time be fit to be promoted to the appointment of First Clerk. We consider that in this, as in other Departments of the Public Service,

Report.

it should be a fixed principle that no man should be appointed to any office except on the ground of his fitness to discharge the duties of it; but in a Department so limited as that which we are now proposing, and which, therefore, does not furnish the usual stimulus to exertion, it would be extremely unfortunate if it should at any time be necessary to appoint a stranger to the office of First Clerk, to the exclusion of the gentleman who has served as Second Clerk. It is, therefore, we think, peculiarly necessary to ascertain the fitness of the Second Clerk before his appointment; and it is partly by this consideration that we have been induced to fix the minimum of his salary at so high a rate as 200*l.* a year, hoping thereby to obtain the services of an intelligent and well-educated person.

Year of probation.

We consider that his first year should be one of probation; and that the First Clerk should once in three months transmit to the Clerk of the Council a written report upon his conduct and abilities, somewhat like that now quarterly made by the Chiefs of Subdivisions at the War Office.

Age of admission, medical certificate, &c.

The age at which we think that candidates should be eligible, unless drawn from other Departments of the Public Service, should be between 20 and 25 years. They should be subjected to a medical examination, or produce satisfactory medical certificates, in order to ascertain that they have no bodily ailment likely to incapacitate them from service. Lastly, they should, unless personally known to the Lord President or the Clerk of the Council, be required to produce satisfactory testimonials to character.

Supplementary Clerks.

The number of Supplementary Clerks to be employed must, of course, depend upon the judgment of the Lord President and the Clerk of the Council as to the amount of work required. We recommend that their salaries should commence at 80*l.*, and should rise by 5*l.* a year to 180*l.* In certain special cases of more than usual merit, they should be allowed to rise beyond this sum, and to advance, by 10*l.* a year, to a maximum of 250*l.* Before admission, they should be subjected to such an examination as the Permanent Extra Clerks in the Treasury now undergo, for the purpose of ascertaining the character of their handwriting, their intelligence in deciphering what is given them to copy, their acquaintance with the first rules of Arithmetic, and their familiarity with the ordinary principles of Composition.

Having thus expressed our views as to the general establishment of the Office, we have next to call attention

Report.

to two appointments which we think may properly be discontinued after the retirement of their present holders. The one is that of the Superintendent of Quarantine; the other is that of Receiver of Clergy Returns.

Superintendent of Quarantine may be discontinued;

The Superintendent of Quarantine has formerly had considerable duties to perform, and it is but due to Sir William Pym, who has held the appointment for forty years, that we should bear testimony to the efficient manner in which he has discharged those duties, and to the very important improvements which he has from time to time introduced into the service. Of late years quarantine has been abolished in all cases of vessels arriving with clean bills of health, from whatever part of the world they come; and this alteration, which is mainly due to the recommendations of Sir William Pym, has very materially reduced the duties of his office. We, therefore, consider that after his retirement from the service, the appointment which he now holds should not be filled up; and that such medical assistance as may from time to time be required, should be obtained by the occasional employment of medical officers when their services are demanded.

and the Receiver of Clergy Returns.

The Receiver of Clergy Returns is charged with the superintendence of the annual returns made from each diocese, in compliance with the provisions of the Act 1 & 2 Vict. c. 106. We think that this duty might very well be performed by the general Department of the Office, and that it will not be necessary to supply the place of the present Receiver or of his Clerk when they respectively become vacant.

Returns should be analysed.

While referring to the subject of these returns, we take the opportunity of suggesting that the Receiver should not content himself with simply registering them, but should also furnish an analysis of their results, and should call attention to anything that may appear remarkable in them.

Judicial Committee.

The Judicial Committee.

We now turn to the important subject of the Judicial Committee.

Clerk of Appeals.

The Officer at present appointed to attend upon this Committee is the Clerk of Appeals, a gentleman whose office was created at a time when the Appeal business of the Privy Council was conducted in a very different

Report.

manner from that which now obtains. The Act of 3 & 4 Wm. 4. c. 41, which constitutes the present Judicial Committee, gave power to the Crown to appoint a Registrar to the Court, and assigned to such Registrar duties analogous to those then performed by Masters in Chancery; but no such Officer has ever been appointed, and the Clerk of Appeals has never been invested with such powers as would enable him to supply the place. The Lords of the Judicial Committee have recently addressed the Lord President, pointing out the great importance of the appointment of a Registrar, and recommending that the office of Clerk of Appeals be abolished. They are of opinion that a Registrar is required for the purpose of taking affidavits and depositions upon oath in certain cases; of carrying on inquiries into matters of fact which have now to be proved at great expense, and with unnecessary delay, in open court; and of taking charge of the transcripts of appeal papers transmitted from India and the Colonies, and determining, in concert with the Agents, what proportion of them it is necessary to print. The Clerk of Appeals, who has given us much valuable information on the subject of the Court, has also suggested other matters in which the Registrar would be found useful.

Judicial Committee desire to appoint a Registrar.

We recommend, therefore, that the office of the Clerk of Appeals be abolished, and that a Registrar be appointed at a salary of 1,000*l.* a year.

Registrar to be appointed instead of Clerk of Appeals.

He should have the assistance of a Clerk, whose salary we propose to fix at a minimum of 100*l.* a year, to rise by 15*l.* to 300*l.* If, however, the gentleman now acting as Clerk to the Clerk of Appeals should be appointed, we think that it would be reasonable that his salary should begin at 200*l.*, and rise from that amount to the maximum of 300*l.* This gentleman has been for a considerable time in the Office, and has risen from a salary of 100*l.* to one of 150*l.* a year. In addition to this, he has had the advantage of making transcripts of the records for the use of suitors, for which he has been paid the price ordinarily charged by stationers, viz., 2*d.* a folio. We believe that a great reduction may be made in the labour of transcribing, by having a single copy made from the record and printed for the use of the parties; instead of having several copies made for the parties in the first place, and another separate copy made for the printer. Any other transcripts which may be required by the parties should be charged at the ordinary stationer's price; and the

His Clerk.

Printing to supersede transcripts of records.

Report.

amount due for them, and for the expense of the printed copies, should be paid by the parties for whom they are made to the account of the Office, from which it will be transferred to the Exchequer.

Messengers.

The Messengers employed in the Council Office should, we think, be placed on the same footing as that recommended for those in the Board of Trade. There should be an Office Keeper at 150*l.* a year, whose wife should act as the Housekeeper, and should receive an addition of 50*l.* for that service. The Messengers should be divided into three classes, receiving respectively 120*l.*, 100*l.*, and 85*l.* per annum. They should do such work either in or out of doors, as occasion may require. No expenditure should be incurred by them without written authority, which should be obtained through the Office Keeper, and should be noticed in his account. This Establishment should be common to the Council Office, and to the Education Committee.

Education Committee.

Twofold objects of the education grant.

There are two objects to which the funds placed by Parliament at the disposal of the Education Committee are applicable. One of these is that of assisting the building and furnishing of schools; the other is that of maintaining their efficiency, by adding to the salaries of the masters and mistresses, and by apprenticing pupils as teachers. The whole of these grants are made subject to condition that the schools shall be placed under the inspection of Government Officers.

Consequent division of the business of the Department.

In consequence of this distinction between the purposes to which the money granted by Parliament is applied, a division of work has grown up in the Education Department itself, in which, under the general superintendence of the Assistant Secretary, some gentlemen are attached to what is called the School-building business, and others to what is called the Annual Grant business, that is to say, the business connected with the grants annually made to Masters, Mistresses, Pupil Teachers, and for other constantly recurring services. The qualifications required in those who are employed in superintending the administration of the Annual Grants are, moreover, peculiar; inasmuch as it is necessary that they should not only have received a high University education, but should also have kept up their acquaintance both with Classics and Mathematics, so as to give them weight and authority in

communicating with the Inspectors and Managers of schools on matters connected with the examinations and with the course of study in general. Such special qualifications are not essential to the proper discharge of that part of the business of the Office which consists of correspondence on general subjects, the examination of plans for buildings, of titles to school sites, of trust deeds, and the management of finance, and many other matters. Some work of this kind falls within the province even of the Annual Grant Department, but on the School-building side of the Office it constitutes the whole business. Hence it has happened that the management of the Annual Grant business has chiefly fallen to those who have been appointed from the first upon the Education Establishment, and the superintendence of the School-building business to those who have been temporarily transferred to it from the Establishment of the Council Office. *Report.*

It would not at present be possible to fuse these two Departments completely together, but we do not think it desirable that the separation between them should be permanently kept up. We are of opinion that no one should hereafter be appointed to the superior Establishment of the Office who cannot act as an Examiner; and the business should be so arranged that every one who enters the Office should have an opportunity of making himself acquainted with the whole of it, so that he may in time be fit to rise to the higher situations in it.

The constitution we recommend for the Department is— Constitution proposed.

1 Secretary, who should be allowed a salary equal to that received by Sir J. P. K. Shuttleworth, viz. £1,200 per annum.

	At a salary of	Rising by		to
2 Assistant Secretaries	£700 -	£50	per annum	£1,000
— Examiners - -	300 -	20	,,	600
— Supplementary Clerks	80 -	5	,,	180
		10	,,	250
		(For special merit after reaching £180.)		

The professional services of an Architect for the inspection of school plans, and of a Barrister for the purpose of consultation connected with trust deeds and conveyances, are now, and will continue to be, required. Secretary and Assistant Secretaries.

The general responsibility of conducting the business

Report.

of the Department will rest with the Secretary. The Assistant Secretaries should attend to the management of details not involving new decisions upon points of principle, and should take such intermediate proceedings in preparing questions for decision as experience may suggest. They should be authorized to sign letters and orders in the absence of the Secretary, or in his stead, if he thinks it convenient that they should do so. When the Secretary is absent, the Assistant Secretaries should conduct the business according to any principle of division that may have been established in their ordinary work, if approved by the Lord President.

Examiners.

The Examiners should combine the functions of Senior Clerks with those more special duties which are indicated by their peculiar title; and should take their share in the conduct of all parts of the correspondence, not excluding that which relates to the School-building business, if directed to do so.

Considering the constant growth of the business of this Department, we do not think it possible to prescribe absolutely the proper number of Examiners and Supplementary Clerks. For the present we would offer the emoluments of the Examiners' Class both to the gentlemen now acting as Examiners, and also to such of the Council Office Clerks as are allowed to elect between that Office and the Education Office.

Clerkships not to be filled up.

We contemplate that the business of the Education Department should ultimately be despatched by two classes of officers only (viz., Examiners and Supplementary Clerks) under the Secretary and Assistant Secretaries. We do not deem it advisable to introduce an intermediate class of Clerks as a permanent element of the staff. In order, however, to meet the temporary case of those gentlemen who have been appointed to the Council Office Establishment with exclusive reference to the Education business, we recommend that (when qualified) they should be allowed to rise from their present salaries at the rate of 15*l.* per annum to 300*l.*, but that no further appointments be made to this class, or on this scale. Such of these as possess the requisite qualifications may look to ultimately becoming Examiners, and, in the meantime, it will be sufficient to appoint a smaller number of Supplementary Clerks.

Mr. Boothby and Mr. Kaye.

There are at present on the Establishment of the Privy Council Office two gentlemen, appointed with reference to

the education business, whose case appears to require special consideration. These are, Mr. Boothby and Mr. Lister Kaye, who were added to the Office by an Order in Council in 1845, being the last gentlemen who have been so appointed. Mr. Boothby is now in the receipt of a salary of 360*l.* per annum, being above the maximum which we have proposed for the other gentlemen appointed with reference to the education business. Adverting to this fact, and to the circumstances attending Mr. Boothby's original appointment, by tranference from another public department, we think it reasonable that he should be placed on the same footing, in point of salary, as the other gentlemen who are to be included in the Examners' Class. Mr. Lister Kaye is at present in the receipt of a smaller salary, and there is no immediate occasion for placing him in a different position from that of the other gentlemen appointed since 1839. On examining, however, the Order in Council by which he was appointed, we find that it does not contain any distinct reference to the probability of future regulations as to promotion, such as we observe in the Minutes of the Lord President on the occasion of subsequent appointments. We do not think that this circumstance entitles Mr. Kaye to make a claim, as of right, to any specific promotion, but we recommend that when his salary has risen to the maximum of 300*l.* his case should brought under the consideration of the Lord President, and that if his services in the meantime are found to have been such as to entitle him to advancement, he should be allowed to rise to the same class as Mr. Boothby, and to receive a salary increasing by 20*l.* a year to a maximum of 600*l.*

Selection of Examiners.

More than ordinary care ought to be taken in the selection of Examiners. One of their chief functions is that of superintending the examinations which are carried on throughout the country, and upon the result of which the application of two thirds of the Parliamentary Grant depends. The whole of the papers connected with the examinations for Pupil Teacherships, Queen's Scholarships, and certificates to Masters and Mistresses, are sent to the Examiners for their inspection. It is, of course, impossible for them to peruse them all; but it is necessary that they should revise them so far as to satisfy themselves that the examinations have been conducted on proper principles, and to some extent in harmony with one another. This task can only be satisfactorily per-

Report.

formed by men who both are, and are known to be, of high attainments.

We are happy to be able to record our opinions, that this principle appears to have been fully maintained in the appointments hitherto made to the office of Examiner; and we recommend that the standard which has been adopted, should on no account be lowered. It is solely with the view of securing the services of gentlemen thus highly qualified, that we have recommended an exceptional organization of the Establishment, and a rate of salary for its superior officers commencing at 300*l.*, per annum. From inquiries which we have made, we have reason to believe that the emoluments and prospects offered by this arrangement to the Examiners, will suffice to attract young men of the highest attainments and reputation from the Universities.

Applicants to be on probation.

We are of opinion that these appointments, as well as those in the other division of the Council Office, should be made on probation in the first instance, and that the term of such probation should be one year. A regular account should be kept of the manner in which each gentleman is employed, and the Secretary and Assistant Secretaries should record upon it their opinion of his qualifications for the information of the Lord President, to whom it should be communicated once in three months.

Promotion to be by merit.

The promotion of the Clerks from class to class, and the selection of gentlemen to fill the Offices of Secretary or Assistant Secretary, should be strictly according to merit.

Should there be no one in the Office competent to fill the situation of Secretary or Assistant Secretary when vacancies occur, appointments must of course be made from without it; but we hope that it will usually be found practicable to make these appointments the reward of previous meritorious service in the Department, as such a course tends both to the efficiency of the higher, and to the encouragement of the lower, branches of the Office.

Duties of Supplementary Clerks.

The duties which will devolve upon the Supplementary Clerks in this Department will be various and important. We have, however, satisfied ourselves, by a careful inspection of the work now performed by the Officers of this class, that there is every probability of these duties being discharged in a thoroughly satisfactory manner.

Mechanism of the Department.

There is no Department of the Government into which more elaborate mechanism is introduced than the Office

Report.

for Education. Grants in aid of schools are made to all applicants on their compliance with certain conditions. As the number of the applications can never be known beforehand, the amount to be taken in the annual vote can only be estimated according to the experience of past years; and when the money has been voted, as the award of grants has to be made by anticipation, and payment follows at varying intervals (sometimes as much as two years) according to the nature of the conditions to be fulfilled, a strict watch must be kept over the expenditure, in order to secure the Department against the risk of incurring liabilities beyond its means. It is also necessary to distinguish the purposes for which each several grant is made, so as to render it as useful as possible; for it would be undesirable to place a sum of money in the hands of the promoters of a school, merely as a grant in aid of their contributions, without ascertaining the particular uses to which it is to be applied. Further it is essential to the system upon which the State acts with reference to education, that the grant made in each case should depend upon the exertions of those who receive it; and that the Department charged with its administration should satisfy itself by means of well-regulated inspection that it is applied to the best advantage. Such inspection has to be conducted by gentlemen appointed with reference to the requirements of different religious denominations; yet the whole must be directed upon harmonious principles. A central Department can only carry on the direction of so complicated a system by the aid of very perfect machinery; and when it is borne in mind that the amount of the grant to be administered is now no less than 260,000*l.*; that there are 25 Inspectors' districts; 5,509 schools subject to inspection, of which 2,466 must be inspected every year, and the others as frequently as can be arranged; 2,875 certificated Masters and Mistresses, of whom 2,200 are receiving annual additions to their salaries; and 6,180 Pupil Teachers in the receipt of salaries from the Government, and consequently subject to annual examinations; that from 800 to 900 sets of books and maps are annually distributed; and that aid is given towards the building of nearly 300 schools a year; it will readily be perceived that great care and constant attention are necessary to prevent confusion, and to carry on the business in a proper manner.

The growth of the business has, however, been gra-

Report.

dual; most of the persons now employed as Supplementary Clerks have by degrees acquired familiarity with its details; and we are of opinion that Clerks of this character may continue to be found equal to the discharge of it under the superintendence of a limited number of Officers, such as we have at present recommended for appointment in the first and second classes.

We are happy to have it in our power to report that the greater part of the work now intrusted to the Supplementary Clerks is performed with an amount of intelligence, accuracy, and industry which deserves the highest commendation.

The Counsel,

With regard to the Counsel of the Department, we have no alteration to suggest. Mr. Lumley, who acts as Legal Adviser both to this Office and to the Poor Law Board, appears to render to each Department all the services it requires, without prejudice to his duties at the other.

and the Architect.

The duties of the Architect are daily becoming of more importance, and it is probable that the effect of the recent Minutes of the Committee of Council for the extension of aid to the promoters of Schools will be, to increase the building of Schools under the inspection of the Government. This renders it necessary that a more liberal provision should be made for the remuneration of the Architect attached to the Education Department; and we recommend that the salary should henceforward commence at a minimum of 300*l.*, and rise by 15*l.* a year to a maximum of 500*l.*, instead of 200*l.* We consider that this amount will be sufficient to secure the services of a gentleman of professional eminence, and of ability equal to the demand which will be made upon him.

It will be for the Lord President to decide whether the gentleman at present employed possesses the qualifications, for the sake of obtaining which it is proposed to raise the salary of the Office, or whether a new appointment should be made. Should the latter course be preferred, it will be right that the present holder should be compensated for the loss which he will sustain by the alteration of the Office.

Inspectors of Schools.

We have already noticed the circumstance that the inspection of schools is conducted by gentlemen appointed with reference to the requirements of various religious denominations. The authorized representatives of the several religious bodies whose schools are subject to inspection are always consulted in the selection of these

Report.

Officers, and no appointment is made without their concurrence. There is at present a staff of 35 Inspectors, distributed over 25 districts; of these, 13 Inspectors and 7 Assistant Inspectors are for schools in connexion with the Church of England, 3 Inspectors for British schools and the schools of Protestant Dissenters, 2 for Roman Catholic schools, 2 Inspectors and 2 Assistant Inspectors for the schools of the Established Church and the Free Church in Scotland, 1 Inspector for the schools of the Episcopal Church in Scotland, and 5 for workhouse schools in England and Wales. An Inspector is generally allowed the aid of an Assistant when the number of schools in his district exceeds 340.

Their present salaries and allowances.

The Inspectors receive salaries of 450*l.* a year. The Assistant Inspectors receive 250*l.* Both Inspectors and Assistant Inspectors also receive an allowance for personal expenses at the rate of 15*s.* a day for every day not taken as a holyday. This appears to amount on the average to an addition of 265*l.* a year to their salaries. Their actual travelling expenses are also defrayed.

Their diaries.

The Inspectors are required to keep diaries of their proceedings, and to transmit them once a week to the Education Office, in order that it may be seen how they have been employed. These diaries are examined in regular course by one of the Officers of the Department, and attention is called to any irregularity which may be observed in them.

Objections to the daily allowance.

It was represented to us, by some of the Inspectors with whom we communicated, that the daily allowance was felt as an annoyance, and that it occasioned scruples as to the employment of their time, which were a cause of disquiet to delicate minds, without, in fact, conducing to any advantage as regards the public service. They also urged upon us the consideration that one effect of the manner in which the allowance was paid was, to discourage them from taking holydays, even to the extent necessary for their health, and consequently for their efficiency as public servants.

It should be commuted.

We are of opinion that these representations are reasonable, and that it is desirable to commute the daily allowance for an annual sum. This sum, we think, should be fixed at 250*l.*, and should be kept distinct from the salary, though it may be paid at the same time with it, so as to obviate any future claims in respect of personal expenses.

Report.

Appointment and salaries of Inspectors in future.

It appears to us that an efficient check may be kept upon the proceedings of the Inspectors by the examination of their diaries, and by keeping records of the manner in which each is employed; and that the desire to stand well with the Central Office, particularly if strengthened by a proper system of promotion according to merit, will be a sufficient inducement to them to exert themselves. It should be impressed upon each Inspector, at the time of his first appointment, that he is not only expected to give his whole time to the duties of his office, and to decline all other employment which would be inconsistent with their performance, but that he is also to regard the visiting and inspecting of schools as his chief function; and we confidently anticipate that, when this has once been properly set before him, a sense of honour and of duty will lead him to devote to this active service an amount of time fully proportioned to the liberal allowance which it is proposed to make to him for the expenses which such visiting will necessarily involve.

We think it desirable that future appointments to the office of Inspector should be made from among young men, taken at their entrance into life; that they should at first receive moderate salaries; and that, as they acquire experience and prove themselves useful, their remuneration should be gradually increased. The circumstances of these gentlemen differ from those of the Poor Law Inspectors (to whom they bear a general analogy) in this respect, that the service they perform affords opportunities for training young men to their duties, which do not exist to an equal extent in the other case to which we have referred.

We accordingly recommend that the Inspectors should at their first appointment receive salaries of 200*l.* a year, in addition to the allowance of 250*l.* for personal expenses; and that they should gradually advance to a maximum of 600*l.* a year, with the same addition for personal expenses. We think that it would be desirable, with a view to encouraging the Inspectors to exert themselves, that this advance should not be in the ordinary way of an annual increase of salary, but that the increase should take place once in three years; that it should be made to depend upon the satisfactory character of the Inspector's services during that period; and that the Lord President should have a limited power of increasing the rate of advance in cases of more than ordinary merit. The usual triennial

increment should be 50*l.*, and the Lord President should have the power of raising it to 75*l.* No increase should be granted until the Secretary has submitted the case to the Lord President, together with an abstract of the services rendered by the Inspector during the preceding three years; upon a review of which the Lord President should decide whether the ordinary increase of 50*l.* should be allowed, or whether any extraordinary increase should be granted, or whether the case should stand over without any increase at all for another year. The salaries of the existing Inspectors should be allowed to increase in the same manner from their present amount to the maximum of 600*l.*, with the addition of the fixed allowance of 250*l.* *Report.*

The same general rules should be observed in the selection of Inspectors as in that of Examiners. No one, however, unless a graduate high in honours at one of the Universities, should be selected without passing an examination, which should be of a searching character. Examination.

A full trial of the fitness of the Inspectors for their duties is so important, that we recommend that the term of probation should in their case extend over the first three years. Probation.

Before concluding our Report, we have a few suggestions to make with a view to the economy of labour in this Department.

A great number of small payments are now made by the Education Committee to masters, mistresses, pupil-teachers, and others, in various parts of the country. Most of these are transmitted through the Post Office by means of money orders. They commonly vary from 5*l.* to 30*l.*; and as no money order can be issued for more than 5*l.*, it is often necessary to obtain four or five orders payable to the same person. As the particulars of every order which is sent out must be registered, the labour attending the book-keeping is greatly increased by this necessity; and it has been represented to us that an important saving would be effected if each payment could be made by means of a single order. It is at present illegal to issue money orders for sums above 5*l.* This limitation is probably intended in part to protect the revenue from loss by the evasion of the stamp duty on bills and notes. It has also the effect of preventing a conflict of interests between the Post Office and private bankers, who would have a right to complain if they were exposed to competition on the part of the Government in Mode of making payments.

Report.

their business of facilitating the transmission of money to various parts of the country. In so far as the security of the revenue is concerned, there could be no objection to authorizing the issue of larger money orders to Government Departments; but as this would involve an alteration of the law, it may be thought more convenient to alter the system of payments by this Department altogether, and to transfer the duty of making them to the office of the Paymaster-General, who will be able, under the new system of the stamp duties, to transmit the sums to the parties entitled to them by means of stamped cheques payable to order. It will then only be necessary for the Education Department to forward to the Paymaster-General, from time to time, a list of the payments to be made, the names of the parties to whom they are to be made, and the names of the managers of schools under cover to whom each batch of cheques is to be sent. The Paymaster-General will then issue the cheques, each of which will be payable only to the person in whose favour it is drawn, and the indorsements will serve as receipts. We believe that this arrangement will materially lighten the labour both of the Education Department and of the Money Order Office, and will be productive of a considerable diminution of expense, especially at the General Post Office.

The salaries of the Inspectors should be paid in the same manner.

Simplification of accounts sent to the Treasury;

We have pointed out to the Secretary that the accounts now sent to the Treasury in certain cases may be less detailed, particularly in respect of the payments made to the Inspectors for travelling expenses.

and of registers.

We have also suggested a more condensed system of the registration of letters. It appears to us that all letters whatever may be the branch of the business to which they relate, should immediately on their receipt be marked with a number belonging to a series which should be common to the whole business of the Office; instead of being divided, as at present, into several branches, each distinguished by a separate series of numbers. As soon as the letter is numbered, it should be entered in the Register, for which purpose it will be sufficient to record the number, the date, the name of the writer, and the name of the school to which it relates; to which may be added in a single word the general nature of its subject, as "Building," "Books," "Pupil Teachers," or the like; and the

name of the person to whom it is assigned. Should it be found desirable to continue the present system of abstracts of the correspondence, the abstract of each letter may be made when it is returned to the Keeper of the Papers to be put away, after the necessary proceedings have been taken upon it. We desire, however, to direct the serious attention of the Secretary to the possibility of dispensing with the abstract altogether. The correspondence relating to each school may always be kept together, and may be connected by a subordinate series of numbers, in addition to the main series, as is done with the papers of the Board of Ordnance. The time saved in consulting an abstract in preference to the correspondence itself, is probably not so great as the time spent in making the abstract. If the abstracts are dispensed with, the whole work of Registration may be done by a Supplementary Clerk. *Report.*

We observe that many of the forms of circulars and others documents used in the office are lithographed. We recommend that they should be printed, as that is the more economical process. Circulars should be printed.

The great and increasing pressure of work upon this Department renders it peculiarly important that every exertion should be made to reduce its modes of action to the greatest simplicity of which they are capable, and to curtail all unnecessary business. The attention of the chiefs of the Office should be continually directed to this point, and the subordinate Officers should be encouraged to make any suggestions tending to the economy of labour in the processes on which they are engaged. Conclusion

In the existing state of uncertainty as to the effect of the recent extension of the Annual Grant, we find it impossible to speak with confidence as to the staff likely to be permanently required for this Office ; but we anticipate that the changes we have proposed will so far add to its efficiency as to enable it to undertake a large increase of business without any further addition to its strength.

At the same time, the effect of the revision of the whole Establishment connected with the Council Office will be a considerable reduction of expense, probably between 3,000*l.* and 4,000*l.*

The amount of the estimate for the Clerks of the Council, the Under Clerks, the Receiver of Clergy Returns, the Appeal Clerk, and his Assistant, for the current

Report.

year, is 9,250*l.* To this should be added 600*l.* for the salary of the Superintendent of Quarantine, which is paid out of the Customs Revenue, making a total of 9,850*l* The salaries of the Establishment of the Council Office, as we propose to constitute it, will vary from a minimum of 3,000*l.* to a maximum of 3,800*l.*; the mean being 3,400*l.*, and the consequent saving 6,450*l.*

The Writing Clerks now employed are at present paid out of Contingencies, and we do not anticipate any material increase under this head of expenditure.

In the Education Department, the Secretary's salary is now 1,000*l.*; the extra allowances to Clerks in the Privy Council Office, 1,990*l.*; the salaries of 16 Clerks charged under the Privy Council Office Estimate, 1,940*l.*; the salaries of the Examiners, 1,675*l.*; and the salaries of Clerks charged on the Education Grant, 430*l.*; making a total of 7,053*l* We consider it probable that the mean expense of the Establishment, on the scale we have proposed, will be about 10,000*l.*

The staff of 35 Inspectors at present costs for salaries and personal allowances 23,000*l.* At the rate which we have proposed the expense for the same number would vary from a minimum of 15,750*l.* to a maximum of 29,750*l.*; the mean being 22,750*l.*, or a little less than the present expenditure under this head.

Form of the Estimate.

In conclusion, we have to recommend that the Estimate for the Establishment required for the Education Department should henceforward be prepared in the same form as the Estimates for the other public Establishments. The other heads of the Estimate for the Education Grant should remain as they are. It should be a rule in this, as it is in other Departments, that no part of the Grant be applied to any service other than that to which it is specially appropriated by Parliament, without the previous sanction of the Treasury.

C. C. Greville.
C. E. Trevelyan.
Stafford H. Northcote.

August 6, 1853.

From the Clerk of the Council to the Secretary to the Treasury.

Letter from the Council Office.

Council Office, Whitehall, 26th August 1853.

The Lord President of the Council having had under consideration the report of the Commissioners who were directed to make inquiry into the Establishment of the Privy Council Office and Education Department, I am directed to acquaint you for the information of the Lords Commissioners of Her Majesty's Treasury, that the Lord President of the Council approves of the propositions contained in the said Report.

Treasury Minute on the above :—29 *Nov.* 1853.

Treasury Minute.

Write to the Clerk of the Council in waiting, and request that he will state to the Lord President that my Lords concur with him in approving of the propositions contained in the Report of the Commissioners who were directed to make inquiry into the Establishments of the Privy Council Office and of the Committee of Council for Education, and authorize their being carried into effect from the first day of the present quarter, so far as they are immediately applicable.

Also state, with reference to the recommendation of the Committee, that the salaries of the existing Inspectors should be allowed to increase in the manner recommended from their present amount to a maximum of 600*l.*, with the addition of a fixed allowance of 250*l.* for personal expenses when absent from home on duty, that my Lords approve of this proposal, subject to the condition that the salaries of the existing inspectors begin to rise as soon as they have completed the period of ten years from the time of their first appointment to be Inspectors.

My Lords have, in conclusion, to observe that the increase of strength in the higher ranks of the Education Department has been recommended on the supposition of an increase of work, and they rely upon the augmentation being regulated and applied only as the state of the business may render necessary.

COPYHOLD, ENCLOSURE, AND TITHE COMMISSION.

Report.

The Copyhold, Enclosure, and Tithe Commission has been brought into its present form by the amalgamation of two distinct bodies; the one being the Tithe, the other the Enclosure, Commission.

Origin of the Commission.

The Tithe Commission was appointed in 1836, and consisted of Three Commissioners, and a Secretary (Mr. Hovenden).

Tithe Commission.

In 1842, the duty of superintending the voluntary enfranchisement of copyholds was added to its other functoins, and Mr. James Stewart was appointed Secretary for this branch of the business.

Copyhold Enfranchisement.

The Enclosure Commission was appointed in 1845, and consisted of three Commissioners, (of whom one, the First Commissioner of Her Majesty's Woods and Forests, was Chairman, and another was also a member of the Tithe Commission,) and a Secretary (Mr. Mules).

Enclosure Commission.

In 1846, the duty of superintending the public advances for drainage, and afterwards that of controlling the proceedings of certain private Companies incorporated for advancing money for the same object, were added to the functions of the Enclosure Commissioners.

Drainage Advances.

In 1851, an amalgamation of the two Commissions took place. One of the Tithe Commissioners, and the Secretary to the Tithe Commission, retired. The amalgamated Commission therefore consisted of one of the former Tithe Commissioners, one of the former Enclosure Commissioners, and the gentleman who had previously been a member of both Commissions. Mr. Mules became the Secretary to the Commission, and Mr. Stewart continued to act as Secretary for Copyhold business, with the understanding that he should give his assistance in any matter for which it might be required.

Amalgamation of the Commissions.

In 1852, on the death of the late Captain Buller, Mr. Mules was appointed to succeed him as one of the

Report.

Commissioners, and no fresh appointment was made to supply Mr. Mules' place as Secretary.

Mr. Mules appointed a Commissioner.

Business of the Commission. 1. Tithe.

The first part of the business at present discharged by the Commission which requires attention, is that which relates to the Commutation of Tithe. The Tithe Rentcharge has now been apportioned throughout nearly the whole of the country. There still, however, remain a few cases which have not been completed, and which will probably not be finally disposed of for two or three years.

Outstanding business—

They are, for the most part, cases in which the interests involved are small in amount, and in which the difficulty of inducing the parties to take the necessary steps for their settlement has been considerable. In some instances, the tithe-owners, when themselves tithe-payers, have not yet completed the merger of the rentcharge, which, unless merged while the interests are united, may hereafter become an inconvenience. In other cases, the Commissioners have hitherto delayed the apportionment of small charges, in the expectation that the tithepayers would avail themselves of the power of redemption which the law confers upon them.

The Commissioners are now engaged upon a revision of the whole of the outstanding business of this nature, and are pressing it forward as rapidly as the circumstances permit. It may therefore be expected that in a short time the first apportionment of the rentcharge will be fully accomplished.

now being wound up.

There will, however, always be business connected with the commutation; for as changes take place in the distribution of property, fresh apportionments of the tithe rentcharge become necessary; and these fresh apportionments require the intervention of the Commission; so that its duties in this respect will be of a permanent character.

Further business.

It is true that the Commissioners of Land Tax have, in their respective districts, concurrent power with the Tithe Commissioners for effecting these alterations; but it appears that the confidence of the public has been so completely gained by the latter body that, while the Land Tax Commissioners have been appealed to in only twenty-three cases of altered apportionments, the Tithe Commissioners have been appealed to in no less than 629

Amount of tithe business in 1852.

The following statement of the business in this Department during the year 1852, will show that it must take up a considerable amount of time.

		Report.
Apportionments	154	
Altered apportionments	124	
Awards	33	
Mergers	551	
Redemptions of rentcharge	25	
Exchanges of glebe lands	52	

2. Copyhold business.

The Copyhold business of the Commission has not hitherto been so important as it will be now that the new Act has come into operation for enabling either the lord or the tenant to compel the enfranchisement of copyholds on the occasion of every admittance, as specified in the 15 & 16 Vict. c. 51. This will probably cause the Commissioners a good deal of work, until such time as the enfranchisement of copyholds shall have been completed throughout the country. The number of enfranchisements voluntarily effected has been 445.

3. Enclosures.

The Enclosure business is very important, and occupies a great deal of time and attention.

When an Enclosure of waste or common lands is in contemplation, an application signed by one third of the parties interested has, in the first instance, to be made to the Commissioners, who thereupon cause a full inquiry to be made by an Assistant Commissioner; after which, if they consider the proposed enclosure expedient, they issue a Provisional Order, which is sent down to the locality, and submitted for the approval of the parties interested. If two-thirds in value of these give their consent, and if the Lord of the Manor's concurrence, in respect of waste lands, is also obtained, the Commissioners report upon the enclosure as agreed upon, to the Secretary of State for the Home Department, and Public Acts are passed to give effect to the Reports by authorizing the proposed enclosure. The whole of the expense incurred in bringing the matter to this stage is said to be under 20*l.*; whereas, it could not be advanced so far by means of a private bill for less than 600*l.* or 700*l.* After this, a meeting of the landowners is called; a valuer is appointed; claims are received; allotments made; appeals heard; and decisions finally given; in the whole of which proceedings the Commissioners take a more or less prominent part, according to the circumstances. They control the amount of the remuneration to be paid to the valuers, and occasionally, in cases of disagreement, have to appoint them; they commonly send Assistant Commissioners to act as their Assessors, and

Report.

are in such cases usually consulted upon all difficult questions which arise, before a decision is taken upon them; they receive appeals from the decisions of the valuer on questions of right; they set out boundaries by means of their Assistant Commissioners; they test the accuracy of the valuers' proceedings in setting out the allotments, the roads, and other matters; lastly, they cause a meeting to be called, at which an Assistant Commissioner attends to receive any appeals on questions of the sufficiency of the equivalents given.

Great care is required in the whole of this business, inasmuch as the future title of each person to his land depends upon the decision of the Commissioners. It is in the power of those who consider themselves aggrieved to appeal to a Court of Law; a step which has scarcely ever been found necessary; but the risk consists not so much in improper decisions as in accidental oversights, which may escape notice for years, and which are only to be avoided by the most careful circumspection. The documents have to be severely tested, and the maps in particular must be of the most accurate description. We shall speak further on this point when we come to the consideration of the Survey Department.

Other functions of the Commissioners.

In addition to this superintendence of enclosures, the Commissioners have also the power, under several Acts of Parliament, of effecting the division of intermixed lands; the exchange of lands, rentcharges, and manorial and other rights and easements; the partition of lands, and of rights of common, between Parceners, Joint Tenants, and Tenants in common; the setting out of lost copyhold and leasehold boundaries; and the completion of proceedings under Local Acts, and under what is known as the "Common Fields Act."

The value of these powers to the owners of land is very great. A simple and inexpensive remedy is thus provided for most of the inconveniences attaching to landed property which has been much divided, or has in process of time become subject to numerous charges. The powers of the Commissioners in these respects are, we believe, as yet imperfectly known; but the following abstract shows hat they are already appreciated by the public:—

	Confirmed.	In progress.
Aggregate acreage of enclosures - -	80,238	298,228
Number of exchanges - - -	288	107
Number of partitions - - - -	12	5
Number of divisions of intermixed lands -	4	2
Number of orders of amendment under Local Acts - - - - -	18	5
Number of orders to define boundaries -	6	3

4. Drainage, public loans.

The business of the Commission with respect to advances for drainage consists in ascertaining the propriety of the schemes proposed, and in seeing that the work, when authorized, is properly executed. In the case of applications for loans out of the public funds set apart for the purpose, the Commissioners, after causing the proper inquiry to be made, and taking the necessary steps to give publicity to the intention of imposing a charge upon the estate which is to be drained, report to the Treasury in favour of the loan; and, if authorized by that Department, issue a Provisional Order for the amount, which can then be used by the applicant, if necessary, for obtaining credit and raising money for the work. As the drainage proceeds, the Commissioners cause reports to be made to them upon its progress; and from time to time recommend advances to be made upon account. The sum advanced becomes a charge upon the estate, and is paid off by annual instalments in 22 years; the duty of collecting the instalments being assigned to the Board of Inland Revenue, which is furnished with certificates, under seal from the Commissioners, of each advance, with the date of payment by the Bank of England, the first certificate containing a description of the lands in respect of which the loan has been granted; and these form the authority under which the rentcharge is collected. An annual certificate of the state of the drains and out-falls is, according to the provisions of the Act, required by the Commissioners during the whole period.

Private Money Drainage Act.

Under the Private Money Drainage Act the loan is usually obtained from an Assurance Company, or, in some instances, from private sources; but the proceedings on the part of the Commissioners are nearly analogous to those in the case of public loans. Where works are to be carried on under Private Companies' Acts, the landowners

Private Companies' Act.

Report.

have the power to contract with the Company for the drainage of land and the erection of buildings, &c., which proceedings, as regards settled estates, are under the same species of supervision by the Commissioners before the contracts can become binding, as the proceedings under the Public Loan Acts; and, with the exception of the case of the West of England Drainage Company, the advances in respect of improvements have to be paid in a certain number of years, as has been already noticed in respect of the advances from the public funds.

Advances for farm buildings.

Some of the private Companies have the power of making advances for the erection of farm buildings as well as for drainage, which power the Treasury do not possess with respect to the funds placed at the disposal of the Government.

Registration of charges.

The Commissioners keep a register of all charges created upon settled estates by advances under the private Acts. No such register is kept in England in respect of charges created by advances from the Treasury; but its utility cannot be doubted, and it would be well if the registration were made general. In Scotland a record is kept in the Register of Sasines.

Advances for emigration.

It should also be noticed that the Act 14 & 15 Vict. c. 91, authorizes the advance of money, out of the public grants already referred to, for the purpose of assisting emigration from certain distressed districts of Scotland.

Amount of applications.

The extent to which public use has been made of the services of the Commissioners in these respects may be gathered from the following abstract of the applications which have been made for advances under the several Acts by which they are authorized:—

	Number of Applicants.	Amount applied for.
		£
Under Act 9 & 10 Vict. c. 101 - -	755	2,000,000
Under Act 13 & 14 Vict. c. 31 - -	1,233	1,709,161
Under Private Money Drainage Act -	80	310,782
Under General Land Drainage Act -	17	34,643
Under West of England Act - -	8	88,930
Under Emigration Advances Act - -	8	14,325
	2,101	4,157,841

Report.

Survey department.

Two classes of maps.

In almost all the proceedings of the Commission it is necessary that surveys should be made, and maps furnished, of the lands to which the proceedings relate. Various degrees of accuracy are required in such maps. In cases of tithe apportionment two classes of them were admitted, of which the one received the seal of the Commissioners in testimony of its perfect accuracy, while the other class was simply accepted as sufficient for the purpose of identifying the lands described in the apportionment. In many cases, where old maps of the parish existed, the landowners preferred making use of them to incurring the expense of constructing new ones, and if they appeared to the Commissioners to be sufficiently accurate for the purpose of identifying the several parcels of land, they were allowed as second-class maps.

First-class maps, when exclusively required.

In cases of enclosure, however, and in certain cases of exchange or partition, second-class maps are not admitted. They would not answer the purpose of furnishing such an accurate description of the lands affected by the proceeding to which they have reference, as would place the title of the owners of those lands beyond dispute for the future. In these cases, therefore, it is necessary that new maps should be constructed, and that the Commissioners should be satisfied as to their perfect accuracy. For this purpose the Survey Department, under Assistant Commissioner Lieut.-Col. Dawson, R. E., has been organized, and this Department undertakes the duty of examining and rigidly testing the maps which are sent up for approval by the Surveyors who have prepared them.

Much skill and ingenuity is displayed in the processes employed in the examination of the maps. The consistency of one part with another, and the agreement of the aggregate of the parts with the whole, are minutely tested. The maps are also compared with the documents which relate to them, and the parcels of land described in the documents are identified on the map. This frequently involves much labour, particularly in cases of enclosure, where a large number of small lots, widely scattered, have to be commuted for single lots, or for a few lots of moderate size, conveniently near to one another, and where it is consequently necessary to ascertain and set out with precision the equivalent quantities taken on the one hand and given on the other.

When the Assistant Commissioner has reason to suspect any inaccuracy in a map, he causes steps to be taken for

Report.

testing it by actual measurement on the ground, which must be done at the expense of the parties interested in the preparation of the map, and is of course a measure which, if enforced without necessity, would cause much dissatisfaction. We understand, however, that there have been no cases of fresh surveys having been ordered, in which the step has not been justified by the result; and we are informed that the high character and long experience of Colonel Dawson have given him an amount of authority in dealing with surveyors throughout the country, which has been highly beneficial, and has gradually led to a great and general improvement in the character of their work for the Department.

Inspection of maps by the public.

While upon the subject of the maps, we ought also to state that the use of them is by no means confined to the particular proceedings to which they relate. They are frequently consulted for other purposes; especially the tithe maps, which are found extremely valuable to persons dealing with land. The maps are all in the custody of Colonel Dawson, who admits the public to inspect any of them for a fee of 2*s.* 6*d.*, carried to the public account,

Copies and tracings.

and furnishes at a moderate rate of payment such copies or tracings as may be desired, which are made by Draughtsmen in the Survey Department. The gentlemen employed in this Department on this and other work, which from time to time varies in its extent, and is generally of a more mechanical character than that performed by the permanent Clerks, are paid, according to the nature of the business, either by the quantity done, or by the time employed upon it.

The gross amount received from payments for extracts, copies, and tracings was in the year 1852:—

	£	*s.*	*d.*
For extracts - - - -	574	11	0
For copies and tracings - -	772	8	0
Total - -	£ 1,346	19	0

Of this amount, 927*l.* 7*s.* 6*d.* was received by the Draughtsmen and the Law Stationers employed in making the extracts, and 419*l.* 11*s.* 6*d.* was carried as net profit to the account of the Office, to which must be added a further sum of 188*l.* 7*s.* 6*d* for fees on the inspection of maps and documents, making the total profit 607*l.* 19*s.*

Report.

Having thus described the general nature and extent of the duties performed in this Office, we have next to consider how far its establishment and its functions are commensurate the one with the other.

Establishment of the Office.

The arrangement by which the Department is placed under the direction of a Board of three Commissioners, instead of under a single Chief Officer, appears to us to be in the present instance the best that could be adopted. The business is of a kind which peculiarly requires deliberation and discussion. The decisions of the Commissioners affect the rights of property for generations to come, and the consequences of any error which they may commit may not be felt till many years have elapsed, and all remedy has become impossible. In proportion to the value of the powers they possess, if judiciously used, will be the injury which any careless proceeding or mistake in judgment might occasion. The matters which come before them involve questions which it requires both a knowledge of country affairs, and an intimate acquaintance with the law, to deal with; and it is improbable that a single individual will be always to be found who is possessed of these several qualifications to the necessary extent. It is, moreover, essential to the well-working of the Office, that it should command the confidence of the public; and we think the action of a well-constituted Board more likely to command that confidence in the present instance than the unchecked authority of any individual, however distinguished he may be.

Board of Commissioners—

For these reasons we consider it desirable that the Board of Commissioners should be retained on its present footing.

should be retained.

We do not, however, think it necessary that a Secretary should be attached to the Commission. The mode in which the Commissioners transact their business differs from that adopted in most Offices. Instead of causing the papers of the day to be prepared for their decision, and brought before them at a Board meeting, they are in the habit of themselves visiting the rooms of the Clerks who are engaged in opening the letters, and of looking at them there. The ordinary correspondence is thus readily disposed of, and the more important or difficult cases are reserved for discussion. The Commissioners themselves conduct a great part of the correspondence, and sign many of the letters,—a course which they find more useful than that of causing them to be signed by the Secretary.

Secretary not required.

Report.

We consider, therefore, that the decision at which Lord Derby arrived on the occasion of the last vacancy in the Commission, to appoint the then Secretary, Mr. Mules, to succeed Captain Buller, and to make no fresh appointment in Mr. Mules' place, was a wise resolution; and we are of opinion that when Mr. Stewart's Office of Copyhold Secretary becomes vacant, it should not be filled up.

A Board Clerk to be appointed.

The necessary provision for securing unity in the transaction of the business, and for keeping down arrears, may be made by the appointment of one of the Clerks to act as Board Clerk, at a salary which we think should commence at a minimum of 500*l.*, and should rise by an annual progression of 25*l.* to a maximum of 700*l.* a year.

Two classes of Clerks.

The other Clerks should be divided into two classes; the higher receiving salaries commencing at 300*l.* and rising by 20*l.* a year to a maximum of 500*l.*; the lower commencing at 100*l.* and rising by 15*l.* to 300*l.*

We consider that the first class may for the present consist of five, and the second class of nine members; an arrangement which will provide for the employment of all the gentlemen now engaged upon the work of the office. Ultimately these numbers may be reduced. We think that four gentlemen will, as a permanent arrangement, be a sufficient number for the first class, and six for the second class; and that no vacancies which may occur in the Office should be filled up till the Establishment has been brought down to this scale.

Copying Clerks to be employed.

We find that the amount of work to be performed in the Department fluctuates so much, and that it is so necessary to keep it from falling into even temporary arrear, as to render it essential to the efficiency of the Office that the assistance of Copying Clerks should from time to time be called for; and we recommend a continuance of the present system of employing as many as are required, and of paying them either by the piece or by the time they are kept at work.

Draughtsmen.

The employment of a certain number of draughtsmen, to be paid by time, will also probably continue to be necessary in the Surveying Department.

Col. Dawson's position.

We have had our attention directed to the position of Colonel Dawson, and to the circumstance that it has now become necessary to decide whether he should continue permanently to fill the office of Assistant Commissioner in this Department, or should return to the Corps of Royal Engineers; the full time allowed for his absence

from that Corps, unless permanently engaged for the Civil Service, having now elapsed. *Report.*

We are of opinion that, considering the important character of the duties now discharged by Colonel Dawson, the resident Assistant Commissioner, the retention of such an officer is essential to the proper constitution of the Department, and we think that the appointment should be regarded as one of a permanent character. The peculiar value of Colonel Dawson's services has been already pointed out, and we do not consider it necessary for us to enter upon the question of his personal position, further than to say that we are convinced that his continuance in his present office would be of material advantage to the Commission. Assistant Commissioner to be retained.

Whenever it may be necessary to find a successor to the office of Assistant Commissioner, we think that the salary to be attached to it should be the same as that given to the Engineer and Naval Officers employed at the Board of Trade; that is to say, it should begin at a minimum of 500*l.* and rise by 50*l.* a year to a maximum of 800*l.* Colonel Dawson's salary is now 800*l.* Salary of Assistant Commissioner.

A Record Keeper will be required for the purpose of taking charge of the extensive collection of maps and documents belonging to the Office. We propose that he should be appointed at a salary of 100*l.* rising by 10*l.* a year to 200*l.* There should also be an Assistant Record Keeper, whose salary should begin at 80*l.* and rise by 5*l.* a year to 150*l.* Record Keeper and Assistant.

The establishment of Messengers should be as follows:— Messengers.

An Office Keeper at 100*l.*, whose wife should act as Housekeeper, and should receive an addition of 20*l.* a year in consequence.

Three Messengers, beginning at salaries of 60*l.*, and advancing by 2*l.* 10*s.* a year to a maximum of 80*l.* They should do such work, either in or out of doors, as occasion may require. No expenditure should be incurred by them without written authority, which should be obtained through the Office Keeper, and should be noticed in his account.

We are of opinion that the proper age for the appointment of Clerks to this Office is between 18 and 25 years, and that none should be eligible beyond those limits, unless in cases where they have already been engaged in the public service. Age for the admission of Clerks.

Report.

Examination.

They should undergo an examination with a view to ascertaining that they have received a liberal education, and are personally intelligent. We do not desire to lay down any minute rules as to the nature of this examination, which may to a certain extent be made to depend upon the nature of the candidate's previous studies. A knowledge of arithmetic, as far as vulgar and decimal fractions, and a general familiarity with the rules of English composition, must be treated as essential; and some acquaintance with the general principles of law would be an unpoubted recommendation to those who look to rising in this branch of the public service.

Medical examinations.

The candidates should be subjected to a medical examination, or should produce satisfactory medical certificates, to ascertain that they have no bodily ailment likely to incapacitate them for service.

Certificates of character.

They should also be required, unless personally known to and vouched for by one of the Commissioners, to produce satisfactory certificates of character.

Probation.

Lastly. The first year after their appointment should be strictly one of probation, and the Board Clerk, or the Senior Clerks under whom they are employed, should transmit to the Commissioners once in three months a written report upon their conduct and ability, somewhat like that now quarterly made by the Chiefs of Sub-divisions in the War Office.

Promotion by merit to be observed.

Promotions from class to class, and the selection of gentlemen to succeed to the Office of Board Clerk, should be guided solely by reference to merit. Length of service, as such, should not be considered as affording any claim to promotion in preference to others of superior merit.

Office expenses to be voted.

We recommend that the expenses of this Office should in future be voted by Parliament, in the same manner as those of other Government establishments. The estimate should make provision for the whole of the salaries to be paid to persons employed either at the Office or in the country, as well as for all other expenditure required for the service of the ensuing year. At the foot of it, should be a note stating the amount of incidental receipts for the preceding year, which should be paid into the Exchequer without deduction at the end of each quarter.

Payments to be made by the Paymaster-General.

The salaries, both of the Head Quarter Establishment and of the Inspectors and other Officers, and all bills on account of the Office, should be paid through the Pay

master General, to whom a statement of the sums required, and of the persons to whom they are payable, should be transmitted at the regular periods. *Report.*

The contingent expenses should be paid by the Board Clerk, or by one of the Senior Clerks who may be especially directed to attend to them. Contingent expenses.

Before closing our Report, we think it right to bear our testimony to the satisfactory mode in which the business of this Department is conducted. We have already noticed the active part taken by the Commissioners in transacting the current business of the day; and we have also endeavoured to do justice to the great accuracy which characterizes the examination of the maps, and the other proceedings of the Survey Department. The same spirit pervades the whole Office, and is to be observed in some very minute particulars. Thus, the business of collating documents, which is a matter of considerable importance in such transactions as those which are carried on in this Department, is intrusted to the especial care of a particular Clerk, instead of being left to different persons, of whom some might be less careful than others. Again, it may be mentioned, as an instance of the attention paid to economy in the smallest details, that the correspondence is conducted entirely on half-sheets of paper, by which it is estimated that no less than 82 reams of paper were saved in the course of a single year, besides effecting a diminution of weight, and consequently of expense of postage, and putting some check upon the excessive accumulation of the Public Records, which incumbers the Public Offices, and baffles the efforts of the Public Record Department to reduce the Records to order. We confidently anticipate that as the value of this Office becomes better known, it will be highly appreciated, and will prove of great value to all persons interested in landed property. General character of the Department.

The present expense of the salaries of Colonel Dawson, the Secretary, and the Clerks now on the Establishment, is about 4,900*l.* This includes 15 Clerks, the Record Keeper, and his Assistant. A few of the Clerks being in the receipt of rising salaries, this amount is liable to a small increase. Financial results of the Report.

The cost of the Establishment we have proposed will be,—

Report.

	Maximum.	Minimum.	Mean.
	£	£	£
Colonel Dawson	800	500	650
Board Clerk	700	500	600
Four First-class Clerks	2,000	1,200	1,600
Six Second-class Clerks	1,800	600	1,200
Record Keeper	200	100	150
Assistant Record Keeper	150	80	115
Total	5,650	2,980	4,315

All charges on account of Assistant Commissioners, (Colonel Dawson, and those employed on Tithe matters, excepted), and Inspectors, are repaid by the parties on whose account they are employed.

(Signed) C. E. Trevelyan.
Stafford H. Northcote.

August 17, 1853.

Letter from the Enclosure Commissioners to the Treasury.

Copyhold, Enclosure, and Tithe Commission,
August 24, 1853.

Sir,

On behalf of the Copyhold, Enclosure, and Tithe Commissioners, I have to acquaint you that they have carefully read over the "Copyhold, Enclosure, and Tithe" Report, signed by yourself and Sir Stafford Northcote, and forwarded to the Commission, with a desire that they should express their opinion upon it.

In their judgment, the Report furnishes as accurate a description of the proceedings of the Office, as it would be possible to give in the same space.

Being called upon to pronounce an opinion, the Commissioners feel bound to add, that after the best consideration they have been able to bestow on the subject, they have come to the conclusion that, generally, the proposed future arrangements are those calculated to afford the readiest security for the permanent efficiency of the Commission, and that such as more immediately relate to the whole staff combine justice to those of whom it is composed with that economical efficiency as regards the public, which it is, as it has always been, the desire of the Commission to promote.

I am, Sir,

Sir C. Trevelyan, &c &c.

Your obedient Servant,
(Signed) G. Darby.

TREASURY MINUTE:—*Nov.* 18, 1853. *Treasury Minute.*

Write to the Copyhold, Enclosure, and Tithe Commissioners that their Lordships approve of the recommendations contained in the Report of the Committee of Inquiry into the Establishment of their office, and authorize the adoption of the several arrangements proposed therein from the commencement of the present quarter.

State that Lieut.-Col. Dawson, R.E., having elected to remain in the Civil Service, the Master-General and Board of Ordnance will be informed accordingly, in order that he may be placed on the retired list of his corps, under the conditions on which Officers of Engineers or Artillery may be employed in the Civil Service, prescribed by the Minute of this Board, dated 14th December 1849.

Write accordingly to the Secretary to the Ordnance.

COLONIAL LAND AND EMIGRATION OFFICE.

Report.

Origin of the Department. Commission of 1831.

Board of Emigration Commissioners.

Duties of the Commissioners.

Land cases.

Emigration.

Colonial Laws.

Land cases.

The Colonial Land and Emigration Department is an office of comparatively recent creation. The germ of it is to be found in a Commission appointed in 1831 by Lord Ripon to inquire into the question of Emigration, of which Mr. Elliot was Secretary. After the close of the Commission Mr. Elliot continued, as a member of the Colonial Office, to conduct the correspondence connected with Emigration; and in 1837, on his return from Canada, he was named Agent General for Emigration. In 1840 the first Board under its present title was appointed, consisting of Mr. Elliot, Colonel Torrens, and Mr. Edward Villiers. In 1841 Mr. Lefevre succeeded Colonel Torrens as an unpaid member. In 1846 Mr. Lefevre retired. In the same year a third paid member was appointed, and the duty of reporting on Colonial Laws, which had theretofore been performed at the Colonial Office, was transferred to the Commissioners. Lastly, in November 1847 the salary of the Chairman was raised from 1,000*l.* to 1,200*l.* a year, and the Board assumed its present form.

The duties of the Commissioners (as expressed in their title) are—

1st. To consider and report on all questions relating to Colonial Lands which may be referred to them by the Secretary of State;

2d. To deal with all matters relating to Emigration; and,

3d. To diffuse information respecting the British Colonies, so far as relates to matters connected with their settlement. In addition to this, the two Legal members of the Board have,

4th. To report on all Colonial Laws and Ordinances, and other questions of a legal nature.

The duty of reporting on questions relating to land involved, in former years, a large amount of labour. It embraced all questions of claims arising out of promises made, or expectations held out, or regulations established many years ago, at a time when land in the Colonies was of very little value, and the mode of disposing of it

Report.

very wasteful and irregular. The great value which it afterwards acquired brought forward claims which would otherwise never have been heard of; and the same circumstance, while it stimulated the pertinacity of claimants, made a severe scrutiny of their pretensions the more necessary. At the same time the original laxity of the regulations added to the intricacy of the inquiry. Within the last three years the claims arising out of the operations of the New Zealand Company, and recently the vexed questions between the agricultural and squatting interests, especially in Victoria, have been added. Projects also for Railways, and Land or Mining Companies, have been continually brought forward, and, as a matter of course, submitted to the Board. Up to the present time this branch of the business of the Office has been among the most important and laborious of its duties. It is, however, probable that the proposed transfer of the management of the Crown Lands to the Legislatures of the respective colonies in Australia and New Zealand, will in the end considerably restrict the questions of this kind submitted to the Board, and to that extent reduce their duties.

Emigration business.

On the other hand, the second branch of the business, that relating to Emigration, although liable to great fluctuations, seems likely to increase rather than diminish. It consists—

Administration of the Passengers Act.

1st. In the administration of the Passengers' Act, which applies to all emigration from the United Kingdom;

Despatch of emigrants.

2d. In the collection and despatch of emigrants to Australia, and at times to the Cape; and,

West Indian immigration.

3d. In the conduct of the immigration from various quarters into the West Indies.

Passengers' Act.

In regard to general emigration, the duties of the Board are to see that the Passengers' Act is fully carried into effect; a duty which involves a considerable correspondence with the Emigration Officers at the outports appointed specially for this service, and with all others engaged or interested in emigration. It is also the duty of the Commissioners to watch the working of the Passengers' Act, with the view to such emendations as experience may recommend. Thus since 1847 four Acts relating to passenger ships have been passed, two of them being Consolidation Acts; and a Committee of the House of Commons has sat on the question. Even since the last Act was passed (1852) the nature of the emigration has

so much altered, that probably amendments to that Act cannot be long delayed.

Despatch of Emigrants to Australia.

Secondly, the duty of the Office as regards the Australian Colonies is, to expend in the despatch of certain specified classes of emigrants such funds as the Colonies may from time to time send home. The performance of this duty is subject to causes of disturbance of an unusual and perplexing nature, arising from the uncertainty as to the amount of funds which will be sent home, and as to the price of freights, as well as from variations in the disposition of the labouring classes at home to emigrate. The amount of funds sent home depends on the extent of land sales in the colony, and the number of emigrants that can be sent out with the proceeds depends on the price of freight from this country; but as the Board, on the one hand, cannot know the rate at which land sales are going on in the colony, nor the colonial authorities the rate at which their remittances are being exhausted in this country, gaps continually occur between the expenditure of one remittance and the arrival or promise of a fresh one; consequently the Board are always compelled to act as if the money in hand were all they could count upon, and accordingly to slacken their operations and stop their machinery as soon as their funds begin to fail; so as to be able, if necessary, to close the emigration. When additional funds arrive, the machinery has to be again set in operation under very great pressure; and the force with which it is of necessity started soon carries it into excess. The consequence is, a succession of startings and stoppings, which waste both time and power, and render it difficult to make an estimate of the normal or average amount of the work to be performed. The fluctuations in the emigration business cannot be better illustrated than by stating that, while in March 1849, the Commissioners were obliged to close their Office against all fresh applications, there being nearly 10,000 in the Office undisposed of, in the summer of 1851 they were unable, with the utmost exertions, to get enough emigrants to fill their ships; and while in July 1852, they had upwards of 18,000 applicants on their books, and their Office doors daily besieged, they have been obliged in July 1853 to put on additional pressure to get the requisite number of emigrants. The fluctuations of freights have been equally remarkable: in 1851 they reached their lowest point, viz., about 9*l.* 10*s.* per statute adult; in June 1852 they had risen

Difficulties attending it.

Instances of fluctuation.

Report.

to between 18*l.* 10*s.* and 19*l.*; from that time they declined till November, when they had fallen to about 15*l.* 10*s.*; they rose again in February 1853 to 23*l.*, and have now fallen again to between 15*l.* and 16*l.* The excessive rise in the summer of last year, and again in February last, has necessarily disarranged the calculations made in the Colonies as to the sufficiency of the funds sent home.

Amount of correspondence.

The numerical bulk of the correspondence of the Office arises out of the Australian emigration. The rate at which the correspondence has proceeded in the last 10½ years has been as follows—

	Received.	Despatched.
1843	2,904	3,012
1844	2,171	2,065
1845	2,517	2,773
1846	3,741	4,129
1847	10,305	10,762
1848	42,491	36,379
1849	46,484	48,076
1850	26,369	29,612
1851	33,867	48,420
1852	91,902	95,277
1853 (6 months)	32,637	34,194

The nature of this correspondence is thus described in the Commissioners' General Report for the present year, in stating the manner in which they met the unusual pressure of the summer of 1852. "The number of letters "received in the month of June, which in 1850 was 1,564, "and in 1851, 2,884, amounted in 1852 to 18,910, being "at an average rate, excluding Sundays, of 727 a day. "And when it is remembered that a large number of "these transmitted small sums of money, requiring con- "siderable accuracy of treatment, and that a far greater "number respected the time and manner in which poor "emigrants were to leave their country for ever—a matter "in which any inaccuracy, though trifling in respect to "the magnitude of the whole Service, was of the greatest "importance to individuals; that a great number of our "correspondents were persons who could not be counted "on for expressing their own meaning with clearness, or "understanding correctly what was written to them; and "finally, that all this mass of details, by no means capable "of a cursory or careless treatment, was to be disposed

" of by persons partly overtaxed, and partly new to those " details, it will be seen, we hope, that we laboured under " no ordinary difficulty in meeting the unusual pressure." *Report.*

Concurrently with the Australian Emigration the Commissioners have had to watch or conduct the immigration from various countries into the West Indies; and as connected with this subject to consider and report on the various schemes suggested for its management, and the laws by which the relations of masters and servants are governed in those Colonies. Emigration into West Indies.

The principal emigration of this description conducted by the Board has been that from Calcutta and Madras to the West Indies, which has extended to the shipment of about 35,000 persons. Emigrants are also proceeding more or less under the observation or control of the Board, from India to Mauritius, and from the Kroo Coast, from the liberated African yards at St. Helena and Sierra Leone, and from Madeira, to the West Indies. The emigration movement now commencing in China, and the desire evinced by the West Indian Colonies for Chinese labourers, seem likely to lead to a considerable extension of this part of the business. The Commissioners are also charged with sending out the families of convicts, with arranging for the passages of pensioners and their families, and, generally, with providing freight and passage for any persons sent out under the directions of the Colonial Office.

The diffusion of information respecting settlement in the Colonies, which is specified above as the third branch of the Commissioners' duties, is performed in the Annual Report submitted by them to the Secretary of State and printed for Parliament—in the publication of the Colonization Circular, and occasional notices—and in the answers, oral or written, which are given to all inquiries connected with Land and Emigration. 3. Diffusion of information.

The principal funds administered by the Commissioners consist of the sums voted for emigration purposes by Parliament—of the remittances from the Australian Colonies—the contributions of the emigrants themselves—the loans raised by the West Indian Colonies—and monies deposited with the Commissioners in this country for the purchase of land. The amount of those funds during the last few years has been as follows— Administration of funds.

Report.

	£
1847	55,800
1848	325,300
1849	214,600
1850	236,700
1851	339,800
1852	525,000
1853 (6 months)	540,000

The number of separate current accounts continually open in the Accountant's Department is little short of 40; and the number of distinct claims paid in the six months ending 30th June last, amounted to 2,300, involving an expenditure of 430,000*l.* The number of vouchers to be transmitted to the Audit Office in support of these payments will exceed 5,000.

4. Colonial laws.

The number of Colonial Laws which pass under the inspection of the Board are at present about 800 annually.

Establishment.

The great bulk of these require, of course, a very cursory inspection, but occasional questions arise demanding considerable care and attention.

The business of the Office is carried on partly by a fixed establishment, paid out of the Parliamentary vote, and partly by a body of Extra Clerks paid out of Colonial Funds. A Schedule of each class is annexed.

This division is rendered necessary by the circumstance that the Office is maintained with a view partly to Imperial and partly to Colonial interests; and the funds derived from the Colonies being subject to the fluctuations which have already been noticed, it is clearly expedient that the fixed part of the Establishment should be charged upon the Imperial Revenues, and that the Colonial remittances should be drawn upon for the payment of the Extra Clerks, whose number may be augmented or reduced at a short notice, as circumstances require.

Number of the Commissioners.

The first point which has attracted our notice, in reviewing the existing Establishment, is the number of the Commissioners. It appears that one portion of the business of the Office, which peculiarly requires the personal attention of the Commissioners, viz. the duty of reporting upon cases of land claims, is in course of diminution, and may be expected to decrease considerably. With reference to another of their duties,—that of reporting upon the Colonial Laws and Ordinances,—we observe that the Committee of Inquiry which reported upon the Colonial Office in 1849 (page 58 of the series of Reports

upon Public Offices), recommended that this function should be transferred to that Office; and though that recommendation did not then receive the approval of Lord Grey, it is not improbable that when a vacancy occurs among the present Commissioners of Emigration, the question will be again brought under consideration, whether the Colonial Office should not make provision within its own Establishment, for the duty of examining the laws which are sent home to be approved by the Secretary of State on the part of Her Majesty, and which were always examined there until the year 1846. In the event of that function being restored to the Office to which it formerly belonged, we are of opinion that the present Board of three Commissioners might be replaced by a single Chief Commissioner with a salary of 1,200*l.*, and an Assistant Commissioner with a salary of 1,000*l.* a year. *Report.*

The position and salary of the Secretary do not call for any remark. Secretary.

The Assistant Secretary is, we think, insufficiently remunerated by his present salary of 500*l.* a year. The office is an important one, and it is the highest which the Clerks in the Office can look with confidence to attaining in the regular course of promotion, although we hope that it will often be found possible to confer the post of Secretary upon men who have been trained in the lower ranks of the Department. We consider that the salary of the Assistant Secretary should commence at a minimum of 500*l.*, and rise by an annual increment of 20*l.* to a maximum of 600*l.* a year. Assistant Secretary.

The salary of the Accountant is at present 400*l.* a year. This amount is too low, with reference to the importance of the appointment, and to the salaries given to Accountants in other Offices. We have already noticed that the sums placed at the disposal of the Commissioners for the purposes of emigration now exceed half a million sterling per annum. The Accountant is personally responsible for a great number of small remittances which are made in various modes to the Office, and for the security of which it is necessary that he should be a person not only of unimpeachable fidelity himself, but of energy and watchfulness in respect of other persons. The office is, in short, one of toil and of anxiety. We consider that the salary attached to it should be the same as that above proposed for the Assistant Secretary; namely, 500*l.*, increasing by an annual progression of 20*l.* to 600*l.* a year. Accountant.

Report.

Clerks.

There are at present eight Clerks upon the Establishment; we consider that this number should be retained, and that there should be two classes, the higher receiving salaries commencing at 300*l.* and rising by 15*l.* a year to a maximum of 500*l.*, the lower commencing at 100*l.* and rising by 10*l.* a year to a maximum of 300*l.* The proper number for the first class will ordinarily be three, of whom one will be required to act under the Secretary in conducting the details of emigration, another should be employed as Assistant to the Accountant, and the third should be charged with the superintendence of statistics, which is a point to which we consider that great importance ought to be attached.

Statistical department.

It is unnecessary for us to enter at any length upon the interesting information which might be derived from a careful collection of the statistics of emigration. The value of such statistics, as indicative of the prosperity and peculiar circumstances of various classes, and of different parts of the Kingdom, and as illustrating the progress of the population, is sufficiently obvious. There is, however, a peculiar object to be attained by their collection, which has a material bearing upon the conduct of emigration itself. It is only by the experience which will be gained by a carefully digested system of statistics, that the Commissioners can satisfy themselves as to the proper rules to be laid down for the preservation of life and health on the voyage to the Colonies. The proper dietary, the space to be allowed between decks, the proportion of children to adults, the exact limits as to age, and other matters of this kind, can only be ascertained by experience and such experience can only be gained by a careful compilation of statistics. Rules which are applicable to voyages at one season may prove inapplicable to those undertaken at another; and rules which are suitable to emigrants from one part of the United Kingdom are found to require modification in the case of emigrants from other parts. It is, therefore, of great importance to collect with the utmost care and with much minuteness such statistics as may throw a clear light upon points like these; and it is desirable that one of the experienced Clerks should be directed to devote his special attention to this branch of the business.

An additional First-class Clerk to be retained at present.

There is at present on the establishment of the Emigration Office a gentleman holding the second place among the Clerks, whose services it has been found expedient to

employ at Liverpool and in Scotland for purposes immediately connected with the embarkation of emigrants. It appears that the merits of this gentleman are of a high order, and that his services are peculiarly valuable in the duties which are now assigned to him. While, therefore, it would be inexpedient to withdraw him from his present position, and to assign to him the ordinary duties of a First-class Clerk, it would be unjust to deprive him of the advantages of his connexion with the Establishment; nor is it probable that he would consent to remain at a distant station, if his doing so were to interfere with his regular promotion, and to exclude him from the First-class in the Office. We accordingly think that, with a view to meet his case, the First-class should for the present be composed of four members; with the understanding that, when this exceptional arrangement has terminated, the vacancy occurring next after its termination shall not be filled up, and the class shall ultimately consist of three members only. *Report.*

We have already remarked upon the necessity which exists for employing Extra Clerks upon a footing which enables the Commissioners to increase or diminish their number at a short notice. It is, however, inconvenient that the Office should be liable to be suddenly deprived of the services of the more experienced Extra Clerks, at any moment when they may perceive an opportunity for obtaining more profitable employment elsewhere. This inconvenience is peculiarly great in an Office which has to deal with such large sums of money as those which pass through the hands of the Commissioners for emigration, to whom the trustworthiness and good character of their subordinates are matters of great moment. We accordingly think it desirable that a limited number of Supplementary Clerks should be permanently engaged at fixed salaries, corresponding to those given to this class of officers in the Board of Trade and other public departments; that is to say, beginning at a minimum of 80*l.* to rise by 5*l.* a year to 180*l.*, after which they may in cases of special merit be promoted into a higher class, rising by 10*l.* a year to 250*l.* The expense of this Establishment may still be charged upon the Colonial Funds from which the other Extra Clerks are paid, only with the understanding that should those funds fall off, and should the Establishment be diminished in consequence, the Government will continue to pay the salaries of the Permanent Supplementary Clerks, and will provide them with employment Supplementary Clerks.

Report.

either in this Office or in some other Executive Department. As we consider that it will not be necessary to appoint more than six Clerks on this footing, and as the rate of pay which we propose will be the same as that which is given, or is about to be given, in several other departments, there need not be any apprehension that this arrangement will entail any loss upon the Government.

It is one of the advantages of the plan of employing Supplementary Clerks upon an uniform scale of remuneration in various departments, that any excess in one Office can easily be corrected by transferring some of the Clerks to another, where they will continue to receive the same salary, without in the slightest degree interfering with the prospects of other Clerks in the Office to which they are removed. This cannot be done in the case of Clerks rising by seniority from class to class; for in such case the Clerk who is transferred to a new Office must either be placed at the bottom of it, and thus sacrifice the advantages of previous service, or he must be placed above gentlemen who have already served for some time in the Department, and whose promotion will probably be retarded in consequence.

Additional Extra Clerks.

Besides the Supplementary Clerks thus permanently to be engaged, the Commissioners should continue to employ such additional Extra Clerks as the state of the business may from time to time require, and to defray the expense as at present.

The domestic establishment should be ultimately arranged as follows:—

Office Keeper, &c.

An Office Keeper at 100*l.*, whose wife should act as Housekeeper, and receive an addition of 20*l.* in consequence.

There is at present a Housekeeper the widow of a former Office Keeper, who receives a salary of 60*l.* While she continues to receive this amount, the salary of the Office Keeper should be 80*l.*; but whenever a vacancy occurs in the situation of Housekeeper, the Office Keeper's salary should be raised to the amount above proposed.

The salary of the Messenger should commence at 60*l.* and rise by 2*l.* 10*s.* per annum to a maximum of 80*l.* a year.

Appointments and discipline.

With regard to the appointment and promotion of the Clerks, and the discipline of the Office, we have to make the following recommendations.

Age.

The age of admission to Clerkships should be between

eighteen and twenty-five years, and none should be eligible beyond those limits, unless in cases where they have been already engaged in the public service. *Report.*

They should be required, unless personally known to, and vouched for by one of the Commissioners or the Secretary, to produce satisfactory certificates of character. Certificates of character.

They should be subjected to a medical examination, or should produce satisfactory medical certificates, to ascertain that they have no bodily ailment likely to incapacitate them for service. Medical examination.

Previously to their appointment, both the Superior and the Supplementary Clerks should pass an examination. The Supplementary Clerks should be examined as to their handwriting, their general intelligence in deciphering what is given them to copy, their acquaintance with the first rules of arithmetic, and their familiarity with the ordinary principles of English composition. The candidates for clerkships of the superior class should further be examined with a view to ascertain that they have received a liberal education, and are personally intelligent. We do not desire to lay down any minute rules as to the nature of this examination, which may, to a certain extent, be made to depend upon the nature of the candidate's previous studies; but we consider that the financial character of this Department requires that every Clerk admitted to it should be conversant with practical arithmetic, including vulgar and decimal fractions. The first year after their appointment should be strictly one of probation; and the Assistant Secretary, Accountant, or Senior Clerk under whom they are employed, should transmit to the Secretary, once in three months, a written report on their conduct and ability, like that now quarterly made by the chiefs of subdivisions in the War Office. Examinations. Probation.

It will further be desirable that a record should be kept of the manner in which each Clerk in the Office is employed. The duty of keeping this record may be assigned to the Assistant Secretary, who will be assisted by the Accountant, and by other gentlemen in the Office. It should, from time to time, be laid before the Secretary and the Commissioners, in order that they may be kept aware of the exact state of the Department, and of the merits of each individual. They will also be able to judge whether a fair opportunity is afforded to each Clerk of learning the whole of the business, so far as he is competent to do so. All promotion from class to class should be strictly Record of employment. Promotion to be by merit.

Report.

according to merit; no regard whatever being paid to mere length of service. It is obvious that long experience must give a great advantage to those who profit by it, and where the fruits of experience have not been produced in a long course of service, that very fact must tell as a disqualification.

Attendance Book to be kept.

It is desirable that an attendance book should be kept, and that the hour at which each person leaves the office should be entered, as well as that at which he enters it.

Vacations.

The period to be allowed for vacations should be six weeks in the case of the Clerks of the Superior Establishment, including days of occasional absence, and four weeks in the case of the Supplementary Clerks. Occasional absences should be reckoned, and deducted from the period allowed for the annual holyday.

Preparation of accounts for audit

The preparation of the voluminous accounts of this Department, for the purpose of submitting them to the Board of Audit, necessarily involves the expenditure of much time and labour.

may be less laborious.

We have carefully examined the accounts, in conjunction with Mr. Anderson the Deputy Paymaster General, and Mr. Bromley the Secretary to the Board of Audit, and we have ascertained that some alterations may without inconvenience be made in the mode of making up and transmitting the accounts, which will considerably diminish the work of the Establishment. A great amount of copying may be dispensed with, by sending the Charter-parties, the Shipping Lists, and the other Vouchers, in original, with the understanding that they are to be returned by the Commissioners of Audit when they have been examined; and the copies now annually made of the Register of Emigrants' Deposits, and of the list called the "Ship Ledger," may also be dispensed with, if provision is made by the Board of Audit for inspecting the originals from time to time at the Emigration Office. It is to be observed that the copies now forwarded do not constitute an independent check upon the accounts of the Office; and that in respect of the deposits, an equally efficient security may be provided by requiring the Accountant and two Commissioners to certify on the monthly accounts the correctness of the sums brought to credit on each day in each month's account, the Commissioners of Audit inspecting the original Register from time to time as required. We understand that the services of two Clerks may be saved by the adoption of the alterations

which we have recommended, and to which the Commissioners are prepared to give immediate effect. *Report*

The changes which we have proposed in the salaries for this department will tend, as we believe, to place it in a far more satisfactory position than at present, without any increase, but rather some slight decrease, in the expense.

The salaries at present given amount to 6,660*l.*, being as follows:—

	£
Commissioners	3,200
Secretary	800
Assistant Secretary	500
Accountant	400
Eight Clerks	1,760
	£6,660

This amount is liable to some increase, as a few of the Clerks have not yet attained their maximum. Financial effect of Report.

The Establishment we propose is as follows:—

	Minimum.	Maximum.	Mean.
	£	£	£
Commissioners	2,200	2,200	2,200
Secretary	800	800	800
Assistant Secretary	500	600	550
Accountant	500	600	550
Three First-class Clerks	900	1,500	1,200
Five Second-class Clerks	500	1,500	1,000
	£5,400	£7,200	£6,300

As the salaries of the Assistant Secretary and the Accountant will reach their maximum in somewhat less than the average term of service, the total mean expense will be rather higher than the amount thus obtained, but it will not exceed 6,400*l.*, which is less by 260*l.* than the present cost of the Establishment.

T. W. C. Murdoch.
C. E. Trevelyan.
Stafford H. Northcote.

August 10, 1853.

Report.

Mr. T. F. Elliot to Sir Charles Trevelyan.

Colonial Office, 31 August 1853.

I AM directed by the Duke of Newcastle to acknowledge the receipt of your letter of the 12th instant, accompanied by a copy of the Report of the Commissioners appointed to inquire into the Colonial Land and Emigration Commissioners Office, and I am desired to acquaint you, for the information of the Lords Commissioners of the Treasury, that his Grace sees no reason to differ from the recommendations of the Commission of Inquiry.

I am to request that you will inform me whether their Lordships would desire any communication to be made on this subject to the Land and Emigration Commissioners, and also from what date it is proposed that the alterations in their Establishment, if they meet with the approval of the Lords Commissioners of the Treasury, should take effect.

TREASURY MINUTE on the above:—*Nov.* 22, 1853.

WRITE to Mr. Merivale, and request that he will state to the Duke of Newcastle that my Lords concur with his Grace in approving of the alterations recommended by the Committee of Inquiry in the Establishment of the Emigration Office, and authorize their being carried into effect, with the exception of the reduction in the number of the Commissioners, from the commencement of the present quarter.

The substitution of a single Chief Commissioner with a salary of 1,200*l.* a year, and an Assistant Commissioner with a salary of 1,000*l.* a year, for the present Board of three Commissioners, must take place as vacancies occur.

My Lords have directed an extract of that part of the Report which relates to a proposed saving of time and labour by better arrangements in the mode of rendering the accounts and vouchers for audit, to be transmitted to the Commissioners of Audit, with a request that they will take such steps in concert with the Emigration Commissioners as may appear to them to be best calculated to acccomplish the object in view.

Write accordingly to the Commissioners of Audit, and request that they will report for their Lordships' information the arrangements which may be made by them.

BOARD OF ORDNANCE.

Report.

Committee appointed in the Office.

On commencing our inquiry into the establishment and functions of the Board of Ordnance, in accordance with the directions which we had received from the Lords of the Treasury, we found that the intentions of their Lordships had been already to some extent anticipated by the formation of a Committee within the Department itself, consisting of the Clerk of the Ordnance (Mr Monsell), the Principal Storekeeper (Sir Thos. Hastings), and the Chief Clerks in the offices of the Master-General and Secretary (Messrs. Elliot and Wood). Mr. Anderson, the Assistant Paymaster General, and Mr. Hoffay, the Inspector in charge of Military and Naval Accounts at the Audit Office, assisted us in everything that related to the accounts of the Department.

Its advantages.

The appointment of this Committee has not only materially lightened our labours in the conduct of the inquiry which has been intrusted to us, but has proved, as we believe, highly beneficial to the public interests. The business of the Ordnance Office is of a kind which peculiarly requires to be revised by persons thoroughly acquainted with its details, practically conversant with its daily working, and capable of forming an accurate judgment of the relative importance of its several parts. It consists chiefly of the management of an extensive system of accounts, with the details of which it is difficult for a stranger to the Office to interfere, except for the purpose of offering suggestions, but which is susceptible of continual and gradual improvements by those who are charged with its direction, and who have the power of making experiments with a view to its simplification, and to the economy of labour upon it, without endangering its completeness or its accuracy.

We are gratified by finding that the officers of the Board of Ordnance have for a long series of years been engaged in the work of self-reform; and that very important improvements have consequently been introduced into the Department. The Committee to which we have referred have carried those improvements further; and we

Report.

confidently hope that the spirit which appears to prevail throughout the Office will continue to produce fresh efforts and fresh results of the same character.

History of the Ordnance Department.

The Ordnance Department was formerly administered by a Master-General and a Board consisting of five Officers, viz.: a Lieutenant-General, a Surveyor-General, a Clerk of the Ordnance, a Principal Storekeeper, and a Clerk of the Deliveries. Each of these Officers was responsible for the discharge of particular duties, while the whole body, acting together as a Board, consulted upon the general business of the Department, or on any difficulty occurring in their several offices. The Master-General had an independent and superior authority, and might at any time overrule the decisions of the Board, or make orders without reference to them. The issue of money, however, could not take place without the consent and signature of three of the Board Officers. In practice the independent authority of the Master-General was never exercised, except in matters purely military. Civil matters were transacted by the Master-General and the Board jointly, and the minutes of all proceedings taken without previous reference to him were transmitted for his information. This constitution appears to have been as ancient as the reign of Queen Elizabeth; but the first recorded Code of Regulations is to be found in a Warrant of Charles II., which Warrant has been renewed by all succeeding Sovereigns at the commencement of their reigns.

Reduction of Board Officers in 1830.

In December 1830, the number of the Board was reduced to three, by the abolition of Offices of Lieutenant-General, and Clerk of the Deliveries. The three remaining Officers continued to act in the same manner as before; the Principal Storekeeper having the charge of the Stores at the Tower, which was then the Chief Office of the Department, though the Secretary's Department and the Office of the Master-General were situated in Pall Mall; the Clerk of the Ordnance attending to the financial business; and the Surveyor-General exercising a control over the expenditure both of stores and money, by means of an extensive system of audit. The joint action of these Officers as a Board, and their relations separately and collectively to the Master-General, remained unchanged.

Re-arrangement of duties in 1850.

This arrangement continued until the year 1850, when a double consolidation took place. The account branches of the Office were brought from the Tower and placed

Report.

under the same roof with the Secretary's branch in Pall Mall, and the special duties of the Surveyor-General were divided between the other two Board Officers; the whole of the Cash accounts being placed under the Clerk of the Ordnance, and the whole of the Store account business, including the examination of the accounts, under the officer hitherto known as the Principal Storekeeper. At the same time, the Principal Storekeeper was relieved from the immediate personal charge of the stores kept at the Tower, which were placed under the care of a Storekeeper, in the same manner as at other depôts. The title of Principal Storekeeper has therefore become an incorrect designation for the member of the Board to whom it is applied: and we recommend that Sir Thomas Hastings, and his successors, should bear the more appropriate name of Controller of Stores. It would probably be inconvenient immediately to drop the former title, which has been sanctioned by long usage, and has been confirmed by every succeeding Sovereign for nearly two centuries; besides which, the title has been recognized in Acts of Parliament, and were it abandoned, it might be doubtful whether those Statutes would be held to apply to an Officer bearing a different one. We think, however, that the alternative title of "Controller of Stores, and Principal Storekeeper," might without embarrassment be adopted.

Title of "Principal Storekeeper" should be altered.

The Surveyor-General is not in charge of any particular department; but the inspection of barracks, the consideration of all questions arising between Barrack-masters and the troops, and the allowance of bills, are duties specially assigned to him, in addition to his general functions as a Member of the Board. The Secretary to the Board is charged with the general correspondence, and with the business connected with the management of the barracks, and the making of contracts. The whole of the business thus enumerated is under the general direction of the Board.

Surveyor General, and Secretary.

The Master-General, who is always a Military Officer of high rank and eminence, is Commander-in-Chief of the Corps of Artillery and Engineers; and, besides exercising a general control over the proceedings of the Department, has a distinct office of his own for the discharge of certain military functions with which the Board is not concerned.

Master General.

The ordinary duties of the Ordnance consist of—

Business of the Department.

Report.

Providing, caring for, and issuing all kinds of warlike stores, whether for the use of the Army or the Navy; and a variety of stores for the supply of barracks;

Constructing and maintaining fortifications, barracks, and various descriptions of buildings, both in this country and in the colonies:

Supplying clothing for the Ordnance Corps, the Militia, and the Colonial Corps, and great coats for the whole of the Army:

Supplying bread, meat, forage, fuel, and light, to a large proportion of the Army in the United Kingdom in barracks, their supply in camp and in the field being conducted by the Commissariat:

Providing stores of several kinds for other departments of the Government, as, for instance, the Military Prisons, the Convict Department, the Irish Constabulary, the troops in the service of the East India Company, &c., &c.

Miscellaneous character of its functions.

The functions of the department are therefore of a miscellaneous character: it has to carry on extensive manufactories (as of cannon, gun carriages, small arms, gunpowder, and other things); to direct the progress of buildings; to make contracts for the supply of numerous kinds of articles; to inquire into the merits of proposed improvements in the warlike and other stores which it provides, with a view either of introducing them into its own manufactories, or of making contracts for articles to which they have been applied; to regulate the quantities of stores to be issued, to see to their due appropriation, and as far as possible to their economical expenditure; to keep accounts of supplies furnished to other departments; to make provision for the payment of a large body of troops, widely scattered over a number of distant stations; to keep a minute account of the whole of the expenditure incurred for the performance of these several services, and to see that it is confined within the limits of the Parliamentary Grant. It has also to manage a large amount of property, the rental derived from which at present exceeds 53,500*l.* per annum including the rents of the canteens; and to conduct a detailed Survey of the whole of the United Kingdom on a large scale.

Increase of the business.

The business of the Office has not only been enlarged by the addition to it of various duties formerly assigned to separate Departments*, but has also of late years

* An account of these additions will be found in the Appendix to this Report.

Report.

been considerably increased, partly by the large additions which have been made to the force of Artillery and Engineers under its direction; partly by the calling out of the Militia, which has had to be armed and clothed by its agency; partly by the undertaking of new fortifications and other works for the defence of the country, which are under its immediate superintendence; partly by the increase which has taken place both in the Army and Navy, involving additional calls upon the Ordnance for supplies of various kinds; partly, by the large amount of correspondence which has arisen from the fact of the public attention having been directed to the defences of the country, and to the improvement of the barrack accommodation in all that concerns the comfort and well-being of the soldier; partly by the improvements which have actually been made, and those which are still in progress, in the muskets and other accoutrements of the Army; partly by the formation, during the present year, of a military encampment on a large scale; partly by the increased demands which have been made upon the Department by other Government Offices for the supply of stores; and partly by the exertions which the Board itself has made to improve the character of the control which it exercises over the expenditure of stores, and to obtain the means of checking, not only their issue to the various Branch Storekeepers and other parties, but also the mode of their consumption.

Diminution of the establishment.

It is, however, a remarkable fact, and one which reflects the highest credit upon those who are charged with the direction of the Ordnance Department, that, notwithstanding the large increase of business to which we have adverted, not only has the number of persons employed in the Office not been increased, but it has been very greatly diminished. Without reckoning previous reductions, we may notice that within the last four years, including the period of the greatest pressure of business, fourteen officers have been reduced in the London Establishment alone, which diminution has been attended with a saving of 5,155*l.* per annum in salaries. Indeed, the vote taken this year for the Ordnance Office is less by 17,500*l.* than the average of the votes taken under the same head in the five years ending March 1850. The total amount of reduction within the four first-mentioned years, including the alterations in the Barrack and Engineer Establishments at home and abroad, and in the

Report.

number of artificers employed, is much greater, and produces a saving of about 45,000*l.* a year; but this reduction principally arises upon Establishments which have not come within the range of our present inquiry.

Mode in which this has been effected.

The mode in which this satisfactory result has been attained has been, the consolidation of Departments which formerly were distinct, and the discontinuance of formal and other proceedings which experience has from time to time shown to be unnecessary.

Simplification of processes.

Having throughout our proceedings acted in concert with the Departmental Committee, we have had the advantage of discussing the various suggestions which have been made for the simplification of the business as they arose; and, immediate decisions having been taken upon them by the Board, they have already been adopted, or are in course of adoption, under its authority. It thus becomes unnecessary for us to bring forward these suggestions in the form of recommendations; but as it appears desirable that they should be placed on record, and the reasons for them given, we have embodied them in the description, which will be found in a succeeding portion of our Report, of the several branches into which the business of the Office is divided.

Appointment, promotion, and employment of Clerks.

With regard to the appointment, promotion, and employment of Clerks, we have several suggestions to offer. The discipline of the Office is in general good, and the amount of zeal and ability shown by the gentlemen employed in it is very satisfactory. As, however, the Head Quarter Establishment alone contains upwards of 180 Clerks, it is a matter of considerable importance that its regulations should receive all the consideration and improvements of which they are capable.

Age.

The first point to which we wish to call attention is, the age at which Clerks are appointed. The limits at present assigned are 16 and 21, and we find that appointments are very commonly made at 16, and that some have taken place even at an earlier age.

Objections to early appointments.

We consider such early appointments to be generally undesirable. At that period of life every year is of importance in the formation and developement of character, and in giving stability to principles. We think that by taking a boy from his studies, and from the control of his teachers, and placing him in a position of great comparative independence, and in the midst of much temptation, at so early an age as 16, much risk is run of injuring him;

Report.

while there can be no doubt that the loss of another year's studies must prove a drawback to him through life. The generally established practice of continuing a young man's education, if possible, to 20 or 21, may in itself be taken as a sufficient proof that those with whom it is broken off at a much earlier age will ordinarily be placed at a disadvantage in comparison with others who have completed the usual course of study. The injury which appointments at too early an age cause to the person appointed is of course also felt by the public service. It is, in the first place, difficult to form an estimate of the character of a very young man, and therefore impossible to make appointments with any degree of confidence. In the next place, the youth, when appointed, requires a great deal of teaching, and is frequently more of a hindrance than a help to his official superiors for a considerable time. Lastly, he is in peculiar danger of becoming involved in careless and even dissipated habits, and of contracting a dislike to the duties he has to perform, and a slovenly mode of discharging them, which will probably diminish his usefulness throughout his career. It is, moreover, to be borne in mind that the earlier the age of appointment, the sooner does the claim for superannuation arise, and the greater therefore is the expense thrown upon the public.

Opinions of the Ordnance Officers.

We find some diversity of opinion among the Officers of the Ordnance Department upon this question. A few of those with whom we discussed it agreed in the opinion that 18 would be a better age for young men to enter than 16; several, however, decidedly preferred 16, and the majority appeared to think that there was not much to choose between the two ages, but that it was very important that the admissions should be early, so as to obtain young men at a time when their characters are flexible, which we are disposed to think would be quite as much the case at 18 as at 16. Our attention was also directed to the fact that many of the appointments are made from among the sons of Officers in reduced circumstances, who are not able to afford to continue their education to a late period.

Age recommended.

Having regard to this last consideration, and to the circumstance that the business of the Ordnance Department is not of a character to require so great an advance in a liberal education as that of some other Offices, we recommend that the minimum age for admission should be fixed at 17, but we strongly advise a strict adherence to this

Report.

limit. The maximum age should, we think, be extended to 23.

Examinations on appointments

The next question of importance relates to the examination of Clerks previously to their appointment. We find that an examination does at present take place, and is conducted by the Chief Clerk in the Secretary's Office and the Chief Clerk at the head of the Account Department.

to be conducted by a Committee.

We recommend that it should in future be conducted, until some more general arrangement shall have been made, by a Committee of three persons, of whom one should be a Board Officer, and the others should be two of the Chief Clerks. The convenience of an arrangement which admits of a casting vote in cases of doubt is too obvious to require discussion. The presence of a Board Officer upon a Committee of which the duty is to revise appointments made by the Master-General, or the members of the Board, is of great importance to its authority.

Their nature.

The nature of the examinations must to a considerable extent depend upon the discretion of the Committee, and the previous studies of those who come before them as candidates. They should be so conducted as to ascertain that the person examined is intelligent, and that he has received a liberal education. Particular attention should be paid to Arithmetic, and no one should be considered eligible who is not thoroughly conversant with it at least as far as Vulgar and Decimal Fractions. An acquaintance with the principles of Book-keeping is also an indispensable qualification for persons entering upon this branch of the public service.

Medical examination.

All candidates should be required to pass a medical examination in order to ascertain that they have no bodily ailment likely to incapacitate them for service.

Certificates of character.

They should also be called upon, unless personally known to, and vouched for by the Master-General or one of the Board Officers, to produce satisfactory certificates to character.

Probation.

Lastly. Their appointments should be regarded for the first year as being strictly upon probation. The Chief Clerk of the department in which they are employed should report once in three months upon their conduct and abilities; and such reports, (which may be in the form of those made by the Chiefs of Sub-divisions in the War Office), should be regularly laid before the committee appointed for the conduct of examinations. This Committee should be authorized to quash the appointment of

Report.

any person in respect of whom an unfavourable report is presented.

"Respective Officers" to act as Examiners abroad.

Precisely the same course with respect to examination and probation should be followed in the case of appointments to situations at the Out Stations at home and abroad. The "respective officers," as they are termed, that is to say, the Commanding Officers of the Artillery and Engineers, and the Storekeeper at the station, should act as the Committee of Examiners.

Promotion by merit observed.

With regard to the system of promotion, we have to express our satisfaction at finding that selection according to merit has been for some time established, under an express order of the Master-General, in place of promotion by seniority.

Certificate on increase of salary.

We also find that the annual increase of salary, which each gentleman receives till he attains the maximum of his class, is not given unless he can produce a certificate from the Chief of the Department to which he belongs, testifying to his having conducted himself with propriety and discharged the duties of his Office satisfactorily; and we avail ourselves of this opportunity of expressing our entire concurrence in this course, which we think might advantageously be introduced into other branches of the Public Service.

Attendance Reports.

Regular attendance is secured by daily reports from the gentlemen at the head of each room, to the Chief Clerk of their department.

Rule against engaging in business.

We are glad to find that there exists in this Office a rule against the objectionable practice of Clerks engaging in private business of a kind which would interfere with the discharge of their official duties. It is impossible for gentlemen whose services are engaged for the public, to act as Directors of Commercial Companies, or undertake other business of that nature, without absenting themselves from their public duties during hours which ought to be devoted to them.

Clerks to learn the whole business.

There is one more point in connexion with the employment of the Clerks to which we desire to draw attention. We think it important that opportunities should be given to each person of learning the whole of the business of the department to which he is attached; and with this view we are of opinion that a rule should be laid down for the transfer of the Clerks from one branch to another, so that no one shall spend more than two years in any one branch until he has passed through the whole department.

Report.

If such a rule is strictly observed, it will ensure the object which is desired, and will at the same time occasion very little inconvenience; for the transfer of a junior will not be found productive of the same difficulty which is felt in the case of those who have been allowed to remain for many years at the same work. In order to enforce this regulation, an annual return should be made to the Committee which conducts the examinations, showing how each Clerk in the Office is employed, and noting the course of his previous service.

Revision of Orders.

The regulations and orders for the conduct of the business of the Ordnance should, in our opinion, be revised and consolidated. The Code now in force has not been subjected to any general revision since 1823, and great part of it has been rescinded by numerous circular letters subsequently issued, some of which have, in their turn, been wholly or partially cancelled by others. The greatest advantage has resulted to the Commissariat Service of the Treasury from the several revisions and consolidations of its regulations which have been effected since the year 1845. The Board of Ordnance are sensible of the importance of this step, and some time ago appointed an officer to perform this duty, but the pressure of other business led to his being withdrawn from it. We strongly recommend that the work should be resumed without delay, and that it should be confided to one of the ablest and most experienced officers. The ultimate saving will fully compensate for the immediate sacrifice of time.

We now proceed to consider the several departments into which the Office is divided.

1. *The Master General's Office.*

Master General's Office.

The Office of the Master-General consists of a Chief Clerk at a salary of 800*l.*, a Senior Clerk at a salary rising from 350*l.* to 550*l.*, and a Junior Clerk at a salary rising from 120*l.* to 250*l.* In consequence of the increased pressure of business in this Office, a Junior Clerk has been temporarily detached from the Secretary's department, and added to that of the Master-General. We believe that there will be sufficient employment for a Senior and two Junior Clerks in this department, as a permanent arrangement.

should be open to the whole department.

This Office has hitherto formed a separate department; the salaries have been on a lower scale than those in other branches, and the promotion has been confined to the

Clerks upon its small establishment. We do not think this a desirable arrangement. The business of the Office is not of a kind which can furnish employment to a large Establishment; but it is highly important, and can only be intrusted to men who are thoroughly to be relied upon. We see no reason, therefore, for assigning to the members of this Office a lower scale of remuneration than is given in other branches. We think that the salary of the Chief Clerk should be raised; and that the promotion within the department should be thrown open to the whole of the Ordnance Office, by employing a Senior and two Junior Clerks, chosen by merit from any part of the Establishment, and receiving salaries according to their standing in the Office. As the department is small, and the duties of a confidential nature, the advantage of being employed in it would be highly prized, and it might by judicious arrangements be made to conduce to the general efficiency of the Office. *Report.*

The arrangement which we propose for the present is, that the salary of the Chief Clerk should commence at 700*l.*, and rise by 50*l.* a year to a maximum of 1,000*l.*; that the salary of the Senior Clerk should begin to rise by the ordinary progression of the Senior First Class (20*l.* a year), till it reaches the maximum of the First Class in other branches of the Office (600*l.*), and that the salary of the Junior Clerk should continue to rise by the ordinary progression of the Junior First Class (10*l.* a year) till it reaches the maximum of the Junior First Class in other branches (300*l.*). The Junior Clerk now permanently employed will in due time succeed to the Senior Clerkship, if properly qualified; but we recommend that the other Junior who has been, as before mentioned, temporarily detached from the Secretary's Office, should, after a period of two years' service, return to that Office, and should be replaced by another Junior chosen as a reward of merit from some other branch of the Establishment, who should likewise serve for two years in the Master-General's Office and should then return to his own department, to be in his turn succeeded by another Junior. On the promotion of the present First Junior in the Master-General's Office, to the rank of Senior, a second Junior should be transferred from some other department, and should serve for two years, as above proposed. By this arrangement the Office would consist of the permanent Chief Clerk and Senior Clerk, and two Juniors drawn by merit from the whole

Arrangement proposed for this purpose.

Report.

Ordnance Establishment, and shifting once in two years. The Senior Clerk would look to promotion, if properly qualified, to the Office of Chief Clerk ; and on the occurrence of a vacancy in the Senior Clerkship, it should be filled by the appointment of the most meritorious of those who have at any time passed through the Office as Juniors. The claims of those who have so served should be brought before the Committee of Examinations, who should carefully weigh them, and report to the Master-General the name of the fittest person to succeed to the Senior Clerkship. By this arrangement the Office of the Master-General might be turned to good account in keeping up the spirit of the Establishment. The Junior Clerks would be anxious to establish for themselves such a character as would lead in the first instance to their employment in the department, and after having left it they would still desire to maintain their credit with their superiors, and to qualify themselves for the Senior Clerkship, which would be highly prized as leading, in the event of good conduct and competency, to the position of Chief Clerk.

Stamped warrants.

The practice of appointing the Clerks to this Department by stamped warrants has placed them at a disadvantage, when compared with the other clerks in the Office. In the event of the adoption of our suggestions it will naturally fall to the ground, as the Clerks will be drawn from other branches of the office where warrants are not used.

2. *The Secretary's Department.*

Secretary's department. Its divisions

The Secretary's Office is divided into six departments :

The Registering Branch ;
The Writing Branch ;
The Entering Branch ;
The Minuting Branch ;
The Barrack Branch ; and,
The Contract and Commissariat Branch.

and constitution.

A Clerk on his first entrance into the Office is placed in the entering or copying room, where he has merely mechanical duties to perform. He is afterwards transferred to some other branch of business, and in due time rises, if properly qualified, to the position of Chief of a room, which entails upon him the responsibility of seeing that the work of his particular branch is properly performed. The whole Department is under the general superintendence of a Chief Clerk, whose salary is at present fixed at

Report.

900*l.* a year. We consider that it should in future be fixed at the same rate as that which we have proposed for the Chief Clerk in the Master General's Office, namely, to begin at a minimum of 700*l.*, and to rise by 50*l.* a year to a maximum of 1,000*l.*

Salary of Chief Clerk.

The principle of transferring the Clerks from one branch to another, so as to familiarize them with the whole business of the Office, is a good one; and, in order to give it full effect, we have already recommended a rule that no one should be allowed to remain for more than two years in any branch until he has passed through them all. It is at once unjust to a young man himself, and detrimental to the ultimate efficiency of an office, to detain one who may expect hereafter to rise to the Chief Clerkship, and who ought therefore to be early conversant with the general business, in a particular department where his familiarity with details renders him for the time particularly useful, until he becomes apparently indispensable in one branch, and nearly useless for any other duty.

Transfers from one branch to another.

The duties performed in the several branches of this Office are sufficiently expressed by the titles of the different rooms.

Duties of Departments.

The Registering Branch is one in which the Departmental Committee have introduced some useful reforms. The consolidation of the several Departments of the Ordnance under one roof has materially affected the course of business, and has rendered it possible to dispense with much correspondence, copying, transmission of minutes, and duplicate registration, which were inevitable while the Office was divided. Some improvements have been introduced into the Register, to bring it into harmony with the altered state of things. Many papers which were formerly registered, then brought before the Board, and then transmitted to the Cash Account or Store Account Office, to be there registered over again, are now handed immediately on their receipt to the Department in which they are ultimately to be acted upon. A column has also been added to the Register for the purpose of showing more distinctly how the papers are disposed of, and thus diminishing the necessity for an elaborate minute book.

Registering room.

In the Writing branch, a good deal of labour is saved by dispensing with the usual formalities of correspondence when addressing the numerous Officers, Storekeepers, Barrack Masters, and others, in connexion with the De-

Writing room.

Report.

Correspondence by duplicates.

partment, and simply transmitting to them, without unnecessary verbiage, copies of the minutes made upon their communications. In some branches of the business it has been customary to require the Officers in correspondence with the Board to send their letters in duplicate; a minute of the Board's decision is then made upon one of the duplicates, and is copied on the other, and the duplicate, with the copy of the minute upon it, is returned for the guidance of the party. We found, however, upon inquiry, that it is usual for the Officers corresponding in this manner with the Department to keep a third copy for their own information, and that consequently the system is productive of more loss of time to them than of saving to the Central Department. We have accordingly suggested that, instead of corresponding by duplicates, the Officers at the Out-Stations should be directed to distinguish their letters by numbers, and to keep copies with corresponding numbers marked upon them; copies of the Board's minutes may then be transmitted to them with a reference to the number of the letter on which they are made, and, for additional security, with a short title or heading to confirm the identity. Thus, if a Barrack Master writes to the Board on the subject of repairs, he should head his letter with the proper number (say No. 50), according to an annual series, and with the word "Repairs;" the Board's minute will then be made, and a copy should be transmitted to him with the distinguishing heading "No. 50, Repairs." This will save much unnecessary writing.

Suggested abbreviation of Departmental correspondence generally.

It is deserving of consideration whether a somewhat similar practice might not with advantage be generally adopted in the correspondence between the several Departments of the Government. It is usual to begin a letter from one Department to another with a recapitulation of the substance of the letter to which it is a reply. This frequently occupies much time to write, and is of little or no use to the Office which receives it. It may be necessary to continue the practice in the case of correspondence with private individuals, who may possibly not have kept copies of their letters, and in dealing with whom it is important to be precise, lest advantage should be taken of any ambiguous expression; but in correspondence between two Public Departments it can only be important to distinguish each letter by such a notation and heading as may show at a glance to what subject it relates.

Report.

Another suggestion which we have made with respect to the Writing Branch is, that the practice of transmitting to Foreign Stations lists of the letters sent to them by each mail, so as to furnish a check in case of the loss of any of them, should be discontinued. The communication with Foreign Stations by means of postal steamers has now become so certain that, at least during peace, it is unnecessary to maintain this system of counter-check. In the event of the loss of a packet, the news of which will probably reach this country sooner than any communication from the stations to which she was carrying mails, duplicates of the letters lost on board of her will, as a matter of course, be forwarded by the next opportunity.

Lists of letters to Foreign Stations.

The business of the entering room calls for little remark. It is confined, as it ought to be, to copying the letters which are sent out, and not those which are received. The amount to be copied is reduced as much as possible by the use of printed forms, and by the system of duplicates, which has been described under the head of the writing room. It is desirable that the attention of the Heads of the Office should continue to be directed to the possibility of still further economy of labour in this branch. Much judgment and experience are necessary in curtailing the amount of copying in Government Offices, so as to guard against the danger of omitting what is necessary while retrenching what is superfluous.

Entering room.

The business of the Minuting Branch has also been materially diminished by the improvements which the Departmental Committee have effected. The necessity for sending extracts from the minutes to the Account Offices, has been superseded by the consolidation of the several Departments, which has enabled the Committee to make a regulation that, instead of extracts, the original papers with the minutes on them shall in future be transmitted. This will cause a great saving of labour.

Minuting Room.

We are of opinion that a further saving may be effected, and the value of the Minute book as a record at the same time greatly enhanced, by introducing into this Office the system of Fair Minutes, which has been adopted at the Treasury. The principle of this system is, to confine the entries of Minutes to cases in which an original opinion or decision of the Board is expressed, and to relieve the Minute book of all those directions which are simply given in conformity with rules and precedents which have already been fully established. In order to

Fair Minutes on the Treasury principle recommended.

Report.

give effect to this principle, it is the habit of the Lords of the Treasury from time to time to issue "General Minutes," setting forth in respect of particular classes of cases, the rules and precedents by which their Lordships' decisions are governed, and directing that in all future cases coming within certain defined regulations, the same directions may be given without making a fresh entry in the Minute book. Such General Minutes are themselves duly entered; and in the event of any decision being subsequently taken, modifying their operation or establishing an exception or partial exception in a particular case, such decision is specially directed to be recorded upon the minutes. The minutes are thus kept within a moderate compass, and can be readily indexed and made available for use as a record of the important proceedings of the Board. Individual cases are traced, if necessary, by a reference to the Register and not to the Minute Book.

Barrack and contract rooms.

The four branches of the Secretary's Department which we have described, are employed in recording the decisions and carrying on the correspondence of the Board, and their business is common to the whole Office. The two remaining branches are engaged in the administration of two special classes of business. These are the Barrack Branch and the Contract Branch.

Barrack Branch.

The duties connected with the Barrack Establishments at home and abroad comprise their maintenance and repair, and the provision of stores for the use of the troops occupying them, such as bedsteads, blankets, lights, fuel, &c. The duty of providing these stores belongs to the Contract Department, which is concerned with all contracts of whatever nature, which come within the scope of the Board's action in the United Kingdom, the contracts for Ordnance services abroad being made by the Commissariat.

Contract Branch.

The chief subject matters of these contracts are, bread meat and forage for the troops; Barrack stores, such as have already been described; Ordnance stores, such as guns, shot, shells, saltpetre, &c.; great coats for the Army, and clothing for the Militia and Colonial Corps and Convict stores of various kinds. Contracts are also made for the execution of buildings and works.

The system adopted in the case of Contracts for Artificers' work is as follows:—All Contracts for work above 300*l.* are made in "lumped sums;" that is to say specifications are carefully prepared for the entire work and the Contractor is called upon to declare for what sum

Report.

he will undertake to execute the whole of the work included in them. At the same time the Contractor is called upon to deliver in his Schedule of prices, or rather to declare at what per-centage above or below the Ordnance Schedule he will undertake to be bound in respect of any changes which may be made in the specifications. Such changes, however, can only be made by written authority from the Board or the Master-General.

Functions of the Inspector General of Fortifications.

The duty of recommending the amount and nature of the works to be executed, and of settling the specifications, devolves upon the Inspector-General of Fortifications, whose office is closely connected with the branch of the Secretary's Office which we are now describing. The Commanding Officers of Royal Engineers at the various stations, (who are all under the command of the Inspector-General of Fortifications), are required to transmit to that Officer, once in every year, a statement of the works which are considered necessary at their respective stations. These statements are carefully revised and checked by the Inspector-General, and by the Board, before the estimates are submitted for the decision of the Chancellor of the Exchequer previously to their being presented to Parliament. Such items as cannot be delayed are provided for in the Estimates; others are postponed as being of less immediate necessity; while others are absolutely struck out as inexpedient or superfluous.

We take this opportunity of calling attention to the importance of clearly distinguishing between such items as are disallowed and such as are only postponed. The revised statements, with the decisions upon them, are returned to the Commanding Royal Engineers who prepared them, and if these Officers find that a particular work has been marked as "postponed" only, they are naturally led to think that its expediency has been recognized, and that it will be taken up as soon as circumstances permit. This induces them to repeat the recommendation in each succeeding year, and it is sometimes urged as a reason for undertaking Works at Foreign Stations on the responsibility of the Governor or Officer Commanding, which still occasionally happens in spite of the strictness of the injunctions to the contrary.

Alteration of Register in this Office.

We have found it practicable to introduce in concert with the Chief Clerk of the Inspector General's Office, a much simpler method of registering and disposing of the papers than that formerly in use. A considerable amount

Report.

of copying will be dispensed with upon this system. We have also suggested the discontinuance of some returns which do not now appear to be necessary.

3. *Cash Account Office.*

Account Offices.

We now turn to the two important Account Offices of which so large a part of the Ordnance Establishment consists. These are the Cash Account Office, under the special superintendence of the Clerk of the Ordnance, and the Store Account Office, under that of the Controller of Stores.

Cash Account Office. Its constitution.

The constitution of the Cash Account Office resembles that of the Secretary's Office. It is divided into a number of branches, at the head of each of which is placed a Senior Clerk. The whole is under the general superintendence of a Chief Clerk, whose salary is fixed at 1,000*l.* a year. One of the Senior Clerks in charge of a branch of the Department receives an additional salary of 100*l.* a year for rendering general assistance to the Chief Clerk.

The Cash Account Office has been brought into its present form by the amalgamation of the Offices of the Clerk of the Ordnance and the Surveyor-General, to which we have already alluded.

Former duties of Clerk of the Ordnance and the Surveyor General.

Before 1851 the duties of the Clerk of the Ordnance were limited to the preparation of the annual estimates for Parliament, the keeping of the Accounts of Receipt and Expenditure, the preparation of Orders and Warrants for payments by the Paymaster General, a partial revision of the Cash Accounts, and a few other matters of inferior importance. The general examination of claims for Stores supplied, and for services performed, and of the disbursements of Ordnance Paymasters and Accountants, in short, the audit of the Ordnance Expenditure, was at that time performed under the directions of the Surveyor General.

Re-distribution of these duties.

The consolidation of these two Departments, and the reform of the manner of keeping and controlling the Accounts, had been an object of serious consideration on the part of the Government for several years before it was finally carried into effect.

Committee of Enquiry, 1840-1845.

From 1840 to 1845 the whole question of the mode of keeping and auditing the accounts, and preparing the estimates, had been undergoing investigation by a Committee appointed by the Treasury for the purpose of examining the system of Accounts in the three great

Military Departments, the Admiralty, the War Office, and the Ordnance Office. *Report.*

The Reports of this Committee led to the passing of a Treasury Minute in January 1846, and of an Act of Parliament (9 & 10 Vict., c. 92), prescribing the mode in which the Accounts of the Ordnance Department should be kept, so as to present two distinct but consistent records of expenditure, the one showing the general results for the information of Parliament, the other supplying the minute details for that of the Treasury. Treasury Minute, 1846.

The difficulty of giving immediate effect to this minute and to the Act of Parliament was very considerable, partly because a heavy arrear of unexamined accounts had to be brought up, and partly because the system of book-keeping then in use, though very voluminous and troublesome, was not calculated to show whether the expenditure of the year exceeded or fell short of the sums voted for it. No less than seven sets of books were at that time kept in the Department. These were replaced by one set, prepared according to a simple and comprehensive plan, adapted to the requirements of Parliament, the Treasury, the Audit Office, and the Ordnance Department itself; and the alteration was so successful, and the energy displayed in bringing up the arrears so great, that the first account required by Parliament was duly presented within the time prescribed by the Act, in spite of the obstacles which had to be overcome. Improvements in the system of book-keeping.

The division of the offices of the Clerk of the Ordnance and the Surveyor-General, however, still continued, and its inconvenience was sensibly felt. When the Select Committee of the House of Commons inquired into the Ordnance Department in 1849, their attention was called to this subject by the Officers connected with the Department, and by the Government Accountants, who were examined before them. The Select Committee made no special recommendation on the subject of the union of the offices in question, but took notice in a favourable manner of the views thus brought before them. Select Committee of 1849.

The Committee having closed its inquiry, the Government resumed the consideration of this important matter, and after a careful examination of the duties performed in each branch, decided upon the dismemberment of the Office of the Surveyor-General, and the transfer of a portion of its establishment to each of the Account Offices. This was commenced in the early part of 1850, but, being Surveyor-General's office broken up

Report.

a measure of an unavoidably gradual character, it was not till February 1851 that it was fully carried into effect. At the same time the separate central establishment at the Tower was abandoned, the premises converted into an ordinary Store Station, and the Head Quarter Department finally concentrated at the Office in Pall Mall.

Division of the Cash Account Office as now agreed on.

In describing the Departments into which the Cash Account Office is divided, we propose to treat it as it is agreed that it shall henceforth be constituted; for it would only occasion confusion, and prevent a clear conception of the nature of its functions, if we were to enter into a detailed account of the arrangements as they stood before we commenced our inquiries, and of the alterations which have been subsequently proposed and submitted to the Board of Ordnance by the Departmental Committee in concert with which we acted. The importance, and even the meaning, of several of these alterations can hardly be understood without personal acquaintance with the details of the Office. It may be sufficient to state generally that the effect of them will be to abolish the distinction which has hitherto been maintained between the Barrack and Ordnance Services, to diminish the number of the Departments, and to establish a division of business according to the nature of the work to be performed, instead of the nature of the services for which it is to be performed. According to the former classification, there were eight Departments, of which one was occupied with the examination of all accounts relating to Barrack Services, and another with that of all accounts relating to Commissariat Services, and others with other heads of account, without reference to the question whether the accounts to be examined were those of contractors working by specifications and fixed scales of prices, or of tradesmen sending in bills for articles delivered to order, or of Officers claiming allowances, or of Officers employed under the Board as Storekeepers, Barrack-masters, or otherwise, and accountable for the receipt and disbursement of public monies, though the nature of the supervision required would necessarily be very different in the different cases, inasmuch as in some it would be sufficient to compare the bills sent in with the contracts previously made, while in others a large amount of knowledge and discretion would be indispensable to the proper examination and allowance of the charges. According to the new classification there will be five instead of eight Departments, of which five,

however, two will be subdivided into two sections each, and in these the work will be distributed so as to assign to one set of Clerks the examination of all questions of contract, and to another all bills and charges of a character requiring more than usual discrimination.

These five Departments will be :—

The Claim Branch.

The Account Current Branch.

The Military Branch.

The Valuation Branch.

The Book-keeping Branch.

The Claim Branch.

The duties of the Officers of the Claim Branch will be, to examine and pass, or, if necessary, disallow, the claims for supplies delivered, and services performed.

It is proposed to divide it into two sections, of which one will take cognizance of all Contractors' bills, whether for Ordnance, Barrack, or Commissariat Services, and of all bills for rents payable either in the Ordnance or the Barrack Branch. The other section will take cognizance of all miscellaneous bills and charges, including travelling expenses, command pay, commuted allowances in lieu of forage, freight and carriage of stores, law bills, medical bills, clergy allowances, expenses of the general survey, and numerous other matters requiring judgment and discretion. The number of accounts of the former class examined within the year may, as we understand, be taken on an average at about 13,000, and of the latter at about 3,000; but the amount of correspondence and of labour occasioned by the examination of a bill of the second class will, under ordinary circumstances, greatly exceed that which attends the examination of one of the first class.

It will be necessary to place a Senior Clerk at the head of each division of this branch.

Account Current Branch.

The Account Current Branch will examine and audit all accounts of receipts and disbursements of Storekeepers, Barrack-masters, and other Ordnance Accountants at home and abroad, except those of the Paymasters of the Ordnance Military Corps, which will be examined in another branch. It is proposed that this branch also should be divided into two sections, with a Senior Clerk at the head of each, the one for the examination of home accounts, and the other for that of foreign accounts.

The Military Branch.

The Military Branch will continue, as at present, charged with the examination of the accounts of the Agents or Paymasters of the Ordnance Corps, that is to

Report.

say, the Royal Artillery, Engineers, and Sappers and Miners, a duty upon which we shall have some observations to make in the course of our report.

Valuation Branch.

The Valuation Branch performs the double office of keeping a check upon the expenditure of the department in stores, before any order is given for their purchase, and of keeping the accounts between the Ordnance and other Government departments, in respect of the stores which it supplies to them for various purposes. The parliamentary vote having been taken for the expenditure of certain specified sums upon certain specified descriptions of stores, care must be taken that the amount so prescribed is not exceeded, and for this purpose every requisition for stores is examined in the Valuation Branch before it is ordered to be complied with, so that the Board may be aware what the probable cost of furnishing them will be, and whether the vote makes provision for the amount. A record is also kept in this Branch of all contracts that are entered into.

Besides these duties, the Valuation Branch is also charged with that of estimating the value of the articles supplied by the Ordnance to the Treasury, as convict stores, clothing for the Militia and for Colonial Corps, oats, fuel, and light for the troops serving in the Colonies, &c.; or to the Admiralty, as stores for the Dockyards, or for the barracks for the Marines; to the Directors of Prisons, to the Metropolitan Police, to the Irish Constabulary and Revenue Force, to the East India Company, to particular Colonies, to particular regiments, and to various public bodies, which obtain their supplies from this great storehouse of the Government. The expense of such supplies has, of course, to be charged to the departments which require them, and it is part of the business of the Valuation Branch to see that they are correctly priced.

Book-keeping Branch.

The Book-keeping or Account Branch is that which is charged with the preparation of the Parliamentary Estimates, and of all accounts for Parliament, with the preparation and registry of all orders for payment by the Paymaster-General, and with the keeping of the books of account.

Assistant Chief Clerk recommended.

The staff employed in these five departments of the Cash Account Office will comprise, as has been seen, seven Senior Clerks. In the course of our inquiries we found that a strong representation had been addressed to the Clerk of the Ordnance by Mr. Smith, the able and

zealous Chief Clerk in this office, setting forth the great importance of giving him proper assistance in the direction of the department by reviving the appointment of Assistant to the Chief Clerk, and merging one of the present Senior Clerkships in it. In his report on the subject Mr. Smith pointed out that the arrangement which he proposed would lead to no increase of expense, as there is at present a sum of 100*l.* a year paid to one of the Senior Clerks in the office, as extra remuneration in consideration of his acting as Assistant to the Chief Clerk. He considered, however, that the alteration was essential to the efficiency of the Department, there being as many as sixty-seven Clerks employed, over whom it is necessary for the Chief Clerk to exercise superintendence, while he is continually liable to be called upon to attend and give advice to Members of the Board, on which occasions, as well as during his necessary absence for relaxation, the work of the Office is hindered for want of the presence of some one duly authorized, and at leisure, to take his place; neither of which conditions is fulfilled by the existing plan of attaching the title of Assistant to a Clerk already charged with the superintendence of a Department of his own, and who is not properly authorized to take upon himself the functions of the chief in the absence of the latter. *Report.*

The arrangement now proposed of dispensing with the services of one of the eight Senior Clerks at present employed as Heads of Rooms, and of appointing him Assistant to the Chief Clerk, on the same terms as at present with regard to salary, but with the powers assigned to that appointment under the warrant of 1825, appears to us a desirable one; and we consider that the services of the Assistant Chief Clerk may be rendered more valuable by placing under his especial direction all matters relating to the Establishment of the Office, which have hitherto formed part of the business of one of the branches, and by assigning to him the important duty of superintending the management of the Ordnance Estates.

There are a few points in the transaction of business in the Cash Account Office upon which we have some suggestions to offer, tending to economize the labour of the Department. They are not separately of any great magnitude; but we are convinced that the kind of reform most required in offices which have once been well arranged, is that of minute and constant revision of the Suggestions for economy of labour.

Report.

forms of their daily proceedings, with a view to the simplification of such as are unnecessarily complicated, and the abolition of such as can properly be dispensed with. Several of the improvements which we have proposed have already been carried into effect by the Board; but we think it well to place them on record here notwithstanding that circumstance.

Pay lists to be made quarterly.

The first of the changes which we have proposed has reference to the pay lists of workmen employed in the several establishments abroad. The practice has hitherto been to require that the pay lists should be made out once a fortnight; but as they are only transmitted for examination once a quarter, together with the Quarterly Cash Account, this mode of making them out answers no other purpose than that of multiplying the number of vouchers, and increasing the labour of examining the accounts. We have, therefore, recommended that the system of Quarterly Pay Lists, which has been in use in the Naval and Military Establishments for many years, and has recently been adopted in the Ordnance Home Establishments with perfect success, should forthwith be extended to the Ordnance Establishments abroad also.

Acknowledgment of accounts may be dispensed with.

We find that it has been the practice to acknowledge the receipt of accounts transmitted by Sub-Accountants abroad. This practice originated in the time of the war, when such accounts were sent by means of sailing vessels, which were liable to be lost or captured, and when the intelligence of such loss could not be received for a considerable time after the event. The regularity of steam communication has rendered this precaution unnecessary, at least in time of peace, and it may conveniently be discontinued.

Accounts of supplies to Irish Constabulary may be simplified.

In our description of the duties of the Valuation Branch of the Office, we noticed that an account was kept of the value of articles supplied to various Departments, and amongst others to the Irish Constabulary. It appears that at the time when one half of the expense of the Constabulary was borne by the several counties, it was necessary to keep very elaborate and voluminous accounts of the value of every separate article supplied to every separate county, so that the claims upon the county rates might be properly substantiated and vouched for. The whole expense of the force being now charged upon the Consolidated Fund, these elaborate accounts are

Report.

unnecessary, and we have accordingly recommended the adoption of an amended form of return, prepared by Mr. Hoffay, in which the computations of the value of the articles supplied will only be made upon the total quantities of each supplied to the counties collectively; thus reducing the calculations of value in the proportion of 188 to 4 annually for each of the numerous articles supplied for that service.

Double registry of Minutes to be discontinued.

It has been customary to keep a double register of the Board's Minutes in the Home Branch of the Office; the Minutes being entered once in the order in which they are received in the Department, and again in a separate book in the order of their dates. As the two books contain the same Minutes, with only a slight variation in their order, it has been determined to discontinue one of them.

Time of transmitting accounts to be shortened.

With a view to accelerating as much as possible the closing of the Annual Accounts of the Department, it has been deemed advisable to shorten the period hitherto allowed to Storekeepers, and other Sub-Accountants, for making up and despatching their Quarterly Accounts. Sub-Accountants are therefore to be called upon to transmit their accounts within *seven* days after the expiration of each quarter; excepting only those officers who may have to incorporate the accounts of sub-stations with their own General Accounts, who will be allowed *fourteen* days for the transmission of the whole.

Clerk of the Survey in Ireland.

In going through the Cash Account Office, and the departments connected with it, our attention was attracted to the Office of Clerk of the Survey in Dublin, to which a salary of £700, a year is attached, and which is charged with duties which may, in our opinion, be annexed to other Offices without causing any inconvenience to the Public Service. The Clerk of the Survey is the sole remaining member of an obsolete Establishment which formerly existed under the orders of the Surveyor-General, for the purpose of maintaining an independent local check on the expenditure of the Department. He acts in a double capacity, as an officer in direct correspondence with the Board of Ordnance, and as a member of the body known as "the Respective Officers," which, in most Stations, is composed of the Commanding Officer of Engineers, the Commanding Officer of Artillery, and the Storekeeper, but which, in Dublin, also includes the Clerk of the Survey. As an officer of the

Report.

Board of Ordnance, his duties consist chiefly of managing contracts and examining accounts; he also makes advances to the Officers employed upon the Survey, forwards to them their pay, and collects debts due to the Department for the sale of maps, &c.; and he assists the Storekeeper in examining the quality of the Stores supplied for the Irish service. As one of the Respective Officers, he takes part in the correspondence and proceedings of that body, which may be regarded as a Sub-department of the Board of Ordnance for the management of its local affairs, and which is vested with a discretionary authority, in urgent cases, to give instructions and orders to Officers in charge of Depôts and Barracks, for making the resources of the Department available for the public service with due despatch.

The duties thus described are in their nature important, but we see no reason why the whole of the business relating to the examination of accounts should not be at once transferred to the Cash Account Office, in London, which is the proper place for carrying it on; and we think that when the appointment of Clerk of the Survey becomes vacant, arrangements should be made for assigning the remainder of his functions to the Storekeeper, and the other Officers of the Department, and that the separate appointment of Clerk of the Survey should be abolished. With regard to the duties of the Clerk of the Survey, as one of the Respective Officers, we have only to remark that the greater part of them appears to be connected either with military matters, or with the custody and disposition of stores, and that we think that the ordinary constitution of that Committee is quite sufficient for its efficiency in these respects.

Payment of the Military Corps. Employment of Messrs. Cox & Co.

There is one more subject connected with the Cash Account Office to which we feel it to be our duty to call attention; it relates to the arrangements adopted for paying the Ordnance corps, a service in the performance of which the firm of Messrs. Cox & Co., the well known Army Agents, are to some extent employed, and in consideration of which they receive a per-centage, estimated for the year 1853–4 at the sum of of 7,668*l.*, upon an expenditure of 770,000*l.*

We understand that the services of Messrs. Cox & Co. are also employed as agents for the several Ordnance corps, and are found valuable in that capacity. It had been our wish to examine some gentlemen connected

Report.

with their firm, in order to ascertain precisely the nature of these services, but, as it did not appear to the Departmental Committee with whom we were acting that such an inquiry fell within the scope of our investigation, we did not proceed with it. We are, therefore, only able to give an account of the relations in which Messrs. Cox & Co. stand to the Ordnance Department in their capacity of Paymasters, and of the functions which they have to perform as such.

Mode of paying the Forces

The mode of proceeding varies in the case of the forces at home and abroad.

at home;

The course of proceeding in paying the forces at home is as follows:—

The Commanding Officers and Adjutants of the several Battalions prepare and transmit to Messrs. Cox and Co. monthly estimates showing the strength of each, the rates of pay allotted, and the total sum required for it. These estimates are examined by Messrs. Cox and Co., and abstracted into a shorter form, which they transmit to the Ordnance Office, where it undergoes a minute examination in the military branch of the Cash Account Office. After this second examination the Paymaster General is ordered to place the proper sum to the credit of Messrs. Cox and Co., who, in their capacity of private agents of the officers, retain the pay due to them, and give them credit for it in the ordinary manner of banking firms; but remit the sums which are to be paid to the Non-commissioned Officers and Privates to the Officers in charge of the several troops, companies, or detachments, who distribute the same to the men under their command. These officers prepare monthly pay lists, accounting for the application of the money, and transmit them, with other vouchers, to Messrs. Cox and Co., who examine and arrange them under certain heads corresponding with the classification adopted in the estimates, and then forward them to the Ordnance Office, where they are again minutely examined in the Military Branch, and their amount is placed to the credit of Messrs. Cox in the office ledgers.

From this sketch of the mode of proceeding it will be observed that Messrs. Cox and Co. act rather as examiners of the accounts of the officers serving under the Board of Ordnance, in the course of their transmission to that Department, than as paymasters, and that their assistance in the examination does not exempt the officers

Report.

of the Ordnance from the necessity of afterwards undertaking exactly as rigid a scrutiny of the accounts as if they had never passed through the hands of Messrs. Cox and Co. at all.

and abroad.

In the payment of the Ordnance Corps abroad, the services of Messrs. Cox and Co. are still less available for the actual distribution of the money than at home. The money required is in fact issued by the Ordnance Storekeepers. The Storekeepers hand to the Captains or other Officers drafts upon the Commissariat chest, with the proceeds of which the Captains pay the men. The Storekeepers charge themselves with these drafts in accounts which are rendered by them to Messrs. Cox and Co., and discharge themselves by taking credit for the Pay Lists of the Paying Officers, which are delivered to them in the first instance, but which they subsequently send to Messrs. Cox and Co. The whole transaction thus takes place, as it might also take place in the case of the corps at home, through the intervention of Government Officers only. The accounts are, however, subsequently transmitted by Messrs. Cox to the Board of Ordnance, in the same manner as if they had been charged with the distribution of the money, and they receive their per-centage accordingly. It is also stated that, although the money never comes into the hands either of Messrs. Cox & Co. or any of their agents, they would be legally liable in case any loss were incurred in consequence of fraud or carelessness on the part of the servants of the Government.

We understand, that in addition to the duties we have described, Messrs. Cox and Co. also transact the business of distributing the effects and credits of deceased soldiers, as well as that of taking charge of the remittances of soldiers abroad to their friends at home: and that they keep a saving's bank account; but these are duties of simple routine, though of considerable detail; and if it should be found that an alteration in the mode of examining the accounts and making the remittances on the home station for the pay of the Ordnance Corps would render desirable a change in the conduct of this business also, the whole of it might be transacted without without inconvenience, by adding somewhat to the strength of the Ordnance and Pay Offices.

We believe that Messrs. Cox and Co. incur great labour, and are obliged to maintain a staff of no less than twelve extra Clerks, for the purpose of discharging the

duties assigned to them. On the other hand, the time of the Clerks in the Military Branch of the Cash Account Office, is largely occupied in doing over again the same work of examination which has been done once, and no doubt very efficiently, by Messrs. Cox and Co.; and though it cannot be doubted that their intervention must save the Department some labour, the saving is attained at a disproportionate cost. *Report.*

We were repeatedly assured that the Pay Accounts are re-examined at the Ordnance in as much detail as if they had not been previously dealt with by Messrs. Cox and Co. The public expenditure must, in fact, always be conducted under the guarantee of the personal examinations of responsible public servants. The discontinuance of Messrs. Cox and Co.'s examination would therefore be productive of a considerable saving of time in the transaction of the business, without any sacrifice of efficiency. One result of the simplification would be, that the account of the preceding year might be closed in time to enable the statement of expenditure, as compared with the grants, to be laid before Parliament in the early part of each Session, as is done in the case of the Naval Expenditure, in respect of which no such complication exists.

4. *Store Account Office.*

Constitution of Store Account Office.

The Store Account Office, like the Cash Office, has been brought into its present form by the amalgamation of departments which were formerly distinct; namely, the Surveyor-General's Office, the Store Account Examiner's Office, and the Office of the Principal Storekeeper. The Consolidated Office is now under the especial direction of the Controller of Stores, assisted by a Chief Clerk. It is divided into two main branches, the Store Branch, and the Examiner's Branch, the respective duties of which may be shortly described by saying that the Store Branch is charged with reporting upon all demands for stores made by the storekeepers at home or abroad, with taking the proper steps for supplying such demands either by issuing stores from the principal depôts, or by making requisitions upon the contractors for what is wanted, and with controlling the quantities of stores kept up at each depôt; while the Examiner's Branch has to examine the Store Accounts of all Storekeepers and

Duties of the Store Branch,

and of the Examiner's Branch.

Report.

Engineers; to keep ledgers for recording the supply of arms to all branches of the Service; to examine the Annual Store Returns of articles in charge of the several Commanding Officers of Artillery, the Master Gunners, and the Quartermaster-General's Department, and the accounts of Barrack-masters, and of Gunners on board Her Majesty's ships; also to supervise the surveys of stores and the examination of "Remains."

Principles of Store Accounts

There are several important principles which should be steadily kept in view by a department charged, as is the Board of Ordnance, with the various and distinct duties of providing, keeping, issuing, and applying stores, and of accounting for the expenditure of the public property of this description.

In the first place, it is of the greatest importance that all who are concerned in the performance of any of these duties should continually bear in mind that the expenditure of stores is the expenditure of money's worth, and, therefore, of money itself; and that it should consequently be regulated with exactly the same care and economy. This may seem a truism; but there is no doubt that, in the absence of proper regulations, there generally prevails a much greater laxity in the appropriation of stores, and a much greater tendency to waste, than is the case in money transactions. Persons having the custody of stores, particularly if the supply happens to exceed the demand upon them, are apt to look upon the sums which they have cost as so much money already spent, and therefore to think that, as it cannot be recovered, the stores which have been purchased with it may as well be applied to some purpose or other as be left to lie idle. Hence, they are led to make use of them for services upon which, if they were asked to expend an equivalent quantity of public money, they would consider it wasteful to do so.

It follows from this consideration that it is of great consequence to separate as much as possible the duties of providing, of keeping, and of applying stores, as well as, of course, to establish a good system of accounting for them. The Officers charged with carrying on a particular service for which stores are required, should make application to the proper controlling authority for the supply which they want, and that authority should direct the Officers charged with the custody of the stores to issue what is necessary: or in cases where the demands are

small and frequent, and the controlling authority is at a distance, the demand should be made by the Officer requiring the stores upon the Officer having the custody of them, and the latter should be responsible for communicating to the controlling authority the several demands made, and the extent to which he has been able to supply them. The same principle is applicable also to manufacturing departments which ought to be kept distinct from the department or departments having the custody of the raw materials before they are worked up, and of the stock of manufactured articles when finished.

We are glad to find that these principles have been carefully attended to in the various regulations which have from time to time been made at the Board of Ordnance. The duties of the Storekeepers have generally been well defined; and as an example at head quarters, which cannot but have a good effect in establishing the proper practice, we notice with satisfaction the change which has been made in the functions of the Controller of Stores himself, who formerly united the character of a Board Officer and controlling authority with that of a Storekeeper or Executive Officer, but who has now wholly ceased to act in the latter capacity.

We observe, too, that a proper definition of the respective functions of manufacturing and storekeeping departments has been introduced into the important departments of the Laboratory and the Carriage Establishment at Woolwich, by abolishing the Offices of Deputy Storekeeper formerly attached to each of these branches respectively, by which means both a pecuniary saving and the establishment of an important principle of management have been effected.

Another point of great importance in relation to the keeping of correct store accounts, is that of providing for the systematic preparation of accounts showing the annual consumption of stores. A foundation has been laid for effecting this object in the Ordnance department by means of certain returns which Sir Thomas Hastings, the Controller of Stores, has recently caused to be prepared and transmitted at regular periods by all storekeepers and others charged with the custody of stores.

The next essential principle of storekeeping is, that a due supply of all articles likely to be required for use should at all times be kept in readiness, and that this supply should neither exceed, nor fall short of, what is

Report.

necessary. With a view to maintaining a proper amount of stores, careful calculations have been made of the quantities required at each station, and whenever a demand is made for a fresh supply, it is accompanied by a statement showing the stock on hand, the average expenditure of the particular articles required, and the amount issued since the date of the last supply. The amount to be sent is regulated by these particulars. Tables have also been prepared of the proportions of articles of various kinds which are required for fitting out ships belonging to Her Majesty's Navy, so that when directions are issued for fitting out a ship of a given class, the amount of stores which should be supplied to her is readily ascertained. By this plan much trouble and uncertainty have been avoided.

Again, as it is necessary that worn out and unserviceable articles should be from time to time replaced by the issue of new ones, periodical surveys or inspections are held, under the direction of surveyors appointed to act in conjunction with the barrack-masters, and with military officers, for the purpose, on which occasions articles which have become unserviceable are produced and examined. If fairly worn out in course of service they are replaced at the expense of the Government; but if injured by the neglect or rough usage of the troops to whom they have been issued, and so rendered useless before the time commonly allowed for their deterioration by fair wear and tear, the cost is charged to the regiment to which they had been issued. The unserviceable articles are then either sold, or if unsaleable are destroyed. Minutes of the surveys are kept, and these must be produced to the Board by the Storekeepers as vouchers for the articles destroyed or sold.

Lastly, on the transfer of the custody of stores from one Storekeeper to another, it is important that a detailed examination of the stock should take place, so that the account against the out-going or deceased Storekeeper should be discharged, and a correct charge raised against his successor. This duty, technically known as Taking a Remain, is assigned to Officers specially appointed for the purpose by the Controller of Stores, and instructions have been carefully framed for their guidance. The more complete examination of stores known by the term "Taking a Remain," answering to the mercantile phrase, "Taking Stock," however, is not confined to the occa-

sions on which a change takes place in the persons charged with the care of the stores. It ought, according to the rules of the Department, to be gone through at least once in five years, although no such change may take place, and even oftener than this if circumstances require it. *Report.*

It would occupy much time to go into a minute detail of the subdivision of the Store Account business: and we abstain from doing so, because, after a full examination of it, we did not find any points upon which we could offer suggestions that had not been anticipated by the present Controller of Stores and his able assistants. We feel no doubt, however, that the zeal and experience of these gentlemen will lead to further improvements, such as can much more readily be originated by those conversant with business of this nature than by persons to whom it is not familiar.

We have now concluded our account of the several Departments into which the Ordnance Office is divided. We have not extended our inquiries to the numerous Out-Stations dependent upon it at home and abroad, or to the large staff of Storekeepers, Deputy-Storekeepers, Ordnance Clerks, Barrack Masters, Barrack Serjeants, Engineers' Clerks, Clerks of Works, and Foremen of Works, who are under its control. Our attention has been confined to the Head-quarter Establishment, to which it had been directed by the Lords of the Treasury, in consequence of the representations made to their Lordships in the early part of this year, of the necessity which was felt by the Officers of the Board of Ordnance for additional assistance on account of the increased and increasing pressure of business. It has been satisfactory to us to find that, although the increase of business has not been overrated, it is nevertheless possible to provide for its efficient discharge without any addition to the establishment, and even with some prospect of a slight decrease in the number of Clerks employed. This result is in great part owing to the ready co-operation of the Members of the Board of Ordnance itself, and of the Chief Officers of the Department, in giving effect to all measures calculated to render the services of the Clerks more valuable, by reducing unnecessary work and applying the whole strength of the establishment to that which is essential.

Limits of our inquiry.

Application for additional assistance; how disposed of.

Towards the end of our inquiry, our attention was

Application for increase of salary.

Report.

directed to a memorial addressed to the Board of Ordnance by some of the superior Clerks, praying that the scale of salaries throughout the Office might be reconsidered, and adjusted on a footing more duly proportioned to those existing in other Offices, in which duties of a similar character are performed. The memorial is temperately worded, and its prayer is supported by the following facts:—

1. That since 1831 the number of Officers in the Ordnance Department has been diminished by 24, and the expense of the salaries by 6,371*l.*; and that in the same period a further net saving of 8,093*l.* per annum has been effected by the transfer to the Ordnance of certain branches of the Commissariat, making a total reduction of 14,464*l.* in the expense; while, on the other hand, the number of men in the Ordnance corps has increased 110 per cent., and an immense addition has been made to the general duties of the department:

2. That the expense of the Establishment, including the London and Dublin offices, falls much within the amount of which the King's Warrant of 1825, said to be still in force, authorizes the expenditure without reference to the Treasury: and

3. That the scale of salaries established in the Ordnance Office falls considerably below those of the two branches of the Admiralty, the War Office, the Audit Office, and even the Paymaster General's Office. Clerks of the first class in the Ordnance Office receive 600*l.* as their maximum salary, while those in the Whitehall Branch of the Admiralty rise to 850*l.*, those in the War Office, the Audit Office*, and the Somerset House branch of the Admiralty, to 800*l.*, and those in the Pay Office to 700*l.* The same disproportion pervades the inferior classes. The maximum of the second class is only 430*l.*, while in the other Offices which we have named it varies from 450*l.* to 650*l.*, which last amount is paid to the Second-class Clerks in the Somerset House branch of the Admiralty, who thus receive higher salaries than First-class Clerks in the Ordnance Office. We should, however, remark that the very small number of First-class Clerks in this branch of the Admiralty seems to indicate that the Second class is rather to be looked upon as a lower division of the First,

* Note.—The salary of the Inspector in charge of the Naval and Military Accounts at the Audit Office alone rises to 800*l.*, the maximum salary of the other Inspectors being 650*l.*

Report.

and that the Second-class salary of the Ordnance Office should rather be compared with the Third Class Salary in the Navy Office, namely, at a maximum, 500*l.*

It is added that the proportion between the numbers of the Senior and Junior Clerks is more favourable to rapid promotion in the other Offices than in the Ordnance Department; and it is pointed out that there are in some of them more valuable staff appointments.

We have carefully considered these representations.

Examination of the reasons for the application.

The first point requires no comment. We have already adverted in terms of commendation to the facts referred to by the memorialists.

With regard to the supposed power of the Master General and Board of Ordnance to raise the salaries in the Department to any amount within the limits sanctioned by the Royal Warrant of 1825, without consulting the Lords of the Treasury, we have only to remark that if such a construction of that warrant is correct, a new instrument should be substituted for it; there being no principle of finance more important than that of maintaining an efficient control over departmental expenditure, such as can only be exercised by a central Office like the Treasury.

With regard to the alleged discrepancy existing between the salaries in the Ordnance Office and those in other and not more important Departments, we readily admit that the duties assigned to it are fully equal to those of any of the Offices with which it has been compared, and that the value of the services of its Clerks, the amount of labour thrown upon them, and the zeal and ability with which they discharge their functions, entitle them to be considered as in every respect on a par with the Officers of corresponding rank in the other Branches of the Service which have been mentioned. As we have not had an opportunity of inquiring into the precise footing on which some of the other Offices are arranged, we cannot say whether the parallel drawn in the memorial holds good in all cases: but though it appears from it that the salaries in certain classes are lower in the Ordnance than in some Departments, a comparison of the average salaries paid to this and other establishments seems to lead to a contrary inference. We know by experience that nothing can be more fallacious than these comparisons.

The inquiries in which we have now for some time been engaged have, indeed, led us to the conclusion that

Report.

encouragement should be held out to deserving public servants in much larger measure than at present ; but we consider that such encouragement should be afforded, not by raising the general scale of Salaries to a high rate, but by offering special inducements to exertion, by convincing every man that his prospects depend upon himself, and that success is to be obtained only by merit. The views which we had been led to adopt on this subject before we visited the Ordnance Department have received a striking confirmation from the state of that Office. Though the Scale of Salaries is moderate, the Office possesses some extraordinary advantages, to which we believe that much of its success may be attributed. In the first place, the appointments to it are generally made on much better principles than in most other Offices. Instead of being conferred almost exclusively upon young men recommended by political interest, a fair proportion of them is distributed among the sons of old and deserving Officers. We cannot but think that this circumstance must of itself tend to the supply of a better class of men to the Service. It is to be presumed that parents whose merits entitle them to this favour, will commonly pay attention to the proper education of their children ; and that the children, on their part, owing their first advancement in life to their fathers' deserts, will themselves enter upon the service with somewhat more than the average amount of zeal, and with a salutary conviction that diligence and fidelity will not go unrewarded.

In the next place, the young men, after nomination, are examined, to see whether they are fit for their post ; and, inasmuch as they do not owe their appointments to such powerful influences as are sometimes brought into play elsewhere, it is probable that their examination is conducted with less than usual difficulty.

Again, from the time of their appointment their promotion is made to depend upon merit ; and to such an extent is this carried that even the annual increment in their Salaries, which is taken as a matter of course in almost every other public department, is not given without a certificate that they deserve it. Their annual holidays, too, are made to depend, in some degree, upon the extent to which the arrears of their several departments have been kept down.

Lastly, there is not a single appointment under the Board, not even excepting the office of Secretary itself, which

Report.

is not held out to the Clerks, as the reward of successful exertion. In this respect the Office presents a marked and pleasing contrast to the greater number of public departments, in which the Clerks are too frequently discouraged by seeing all the higher appointments conferred upon strangers. In order that the full benefit of this advantage may be obtained, it should be fully understood that the office of Secretary will be filled by selecting the fittest person on the Ordnance Establishment to whatever branch of it he may have been previously attached. Any temporary inconvenience arising from the transfers to which this may possibly lead, will be far more than compensated by the general encouragement which will be given by the arrangement to all the divisions of the Office, and the feeling of unity which it will establish among them.

General increase not recommended.

Looking, then, to these circumstances, we do not recommend that the general salaries of the Clerks should be raised. The maximum allotted to the first class (600*l.* a year) is the same as we have recommended, and as has been adopted, at the important Offices of the Board of Trade, the Education Department of the Privy Council, and the Poor Law Board. We think that it will be found sufficient to secure to the Government the services of men well qualified for the duties they are expected to discharge, and we are therefore not prepared to suggest any alteration of it.

Encouragements proposed in certain cases.

Master-General's Office.

The arrangement which we have proposed with regard to the Office of Master General will operate as an encouragement to all branches of the Ordnance Establishment, inasmuch as the prize of the Chief Clerkship in that Office will thereby be offered to the most meritorious officers in the whole department.

Secretary's Office and Store Account Office.

We are also of opinion that both in the Store Account Office and in the Secretary's Office, an Assistant Chief Clerk should be appointed from among the Senior Clerks, on the same footing as the Assistant Chief Clerk whose appointment has been recommended in the Cash Account Office, namely, with the addition of 100*l.* a year to his Salary, and with the authority to act for the Chief Clerk in his absence. It should, however, be distinctly understood that these Assistants are to be selected on the ground of merit and qualification alone, and from no other consideration. The addition of 100*l.* a year to the salaries of the Clerks in charge of the Contract Branch, and the Barrack Branch of the Secretary's Office, and the

Report.

sum of 200*l.* granted to two of the Clerks in the Cash Account Office for preparing the estimates, should continue to be allowed, as at present.

The Salary of the Secretary which is now 1,000*l.*, with the addition of 200*l.* for a house, should be commuted into a fixed salary of 1,200*l.*, as no house is now allowed.

The additions which we have proposed to make to the value of the Staff appointments will, at a small cost to the Government, materially improve the prospects and stimulate the energies of the Officers of all ranks; and will, in our opinion, be sufficient to meet the case which has been brought forward by the Clerks. Even if it should be true that the Scale of Salaries is lower than that prevailing in the War Office, the Admiralty, and other Departments with which the Ordnance may justly challenge comparison, we think it would be very objectionable to raise the scale of the moderately paid Offices to that of the highly paid, since such a step would certainly lead to the preferring of new claims in other quarters to an extent which might be very injurious to the interests not only of the Public, but ultimately to those of the whole body of the public servants themselves.

Double line of promotion.

Before we conclude, we think it right to draw attention to two anomalies in the Ordnance Establishment, which it is desirable to rectify. The first is, the existence of a double line of promotion in the two Account Offices. The amalgamation of the Surveyor General's Office with those of the Clerk of the Ordnance and the Principal Storekeeper, respectively, has not been perfected; and the result is inconvenient. In the Cash Account Office, for instance, the Clerks belonging to the old Staff of the Clerk of the Ordnance rise as vacancies occur in the superior ranks of that staff, but are not affected by vacancies in the Staff brought from the Surveyor General's Office; and the Clerks of the old Office of the Surveyor General in like manner rise as vacancies occur in the ranks of their own body, without being affected by those in the Staff of the Clerk of the Ordnance.

The Consolidated Office has been arranged by placing each Clerk in the class corresponding to that in which he stood in his own office before the consolidation, and by giving each man precedence according to the date of his last promotion in the separate offices. It is only necessary that full effect should be given to this arrangement

by treating each entire class, so arranged, as one body for the purpose of promotion; and we recommend that this should forthwith be done. *Report.*

Salaries of deceased Officers.

The other point to which we consider it our duty to advert, is the practice of paying to the family of an officer dying in the service the whole of the salary to which he would have been entitled, had he lived to the end of the quarter in which his death took place. This payment is made, in part, at the expense of the officer succeeding to the class in which the vacancy occurs, who does not begin to receive the difference between the salary of the lower and that of the higher class till after the expiration of the first quarter. The arrangement is said to be generally and cheerfully acquiesced in, and it has an air of kindly feeling which renders us unwilling to disturb it. It is, however, necessary that we should remark on its exceptional character, and on the general inexpediency of allowing such discrepancies to exist in the practice of different offices.

Limit of age of service recommended.

There is another peculiar feature in the Ordnance Establishment upon which we have a remark to make. The clerks, as we have already noticed in a former part of our Report, are appointed at an earlier age than is common in most Government Offices, and it is also the practice for them in many cases to remain in the service to a very advanced age. The public thus suffers doubly; for the early age of admission, besides diminishing the efficiency of the service, increases the charge for pensions, while the long continuance of aged men in the higher posts, besides being unfavourable to activity, maintains the payment of the higher salaries at a maximum for considerable periods. We have elsewhere expressed our opinion that this subject deserves consideration with a view to the adoption of general regulations applicable to all the civil establishments. In the meantime, until such regulations are made, we have proposed an amendment in the age of admission into the Ordnance, and we think that a rule may properly be laid down that no Officer should continue in the service after the age of 70 years.

Points which still require attention.

We think it right to observe, in conclusion, that without at all intending to modify the opinion we have expressed of the meritorious exertions which have been made by the Department to bring the mass of business which has been accumulated upon it under proper regulation, the functions which have been brought together under the Ordnance

Report.

since the war are of such vast extent, and are in some important respects so dissimilar in character, that it is impossible that justice can be done to them unless the organization of the Department is carefully adapted to the nature of the work, and the administration of it throughout all its branches is conducted with unremitting zeal and activity. Much has been done of late years towards this end, but much still remains to be done. A great work has to be performed in the reform of the Barrack system on a principle of concentration, and of increased comfort to the soldiers, but it cannot be effectually undertaken without the co-operation of other Departments of the Government and of Parliament. National security and economy would both be promoted by augmenting the power of the Manufacturing Establishments by the increased use of machinery, and the introduction of improved processes; but here again, although the Ordnance is prepared with the requisite plans, large funds are wanted for the first outlay. Great progress has been made in the revision of the numerous and extensive stores of the Department in order to dispose to the best advantage of what is unserviceable or obsolete, and to confine the stock in hand to the smallest quantities consistent with safety, and to the newest and best patterns ; and the great estate under the management of the Ordnance, which has hitherto been continually augmented by the accretions required for new services, without undergoing a corresponding decrease by the sale of lands and buildings which have ceased to be of any practical public advantage, has begun to be systematically acted upon with a view to diminish the expense of management, and to raise funds in aid of the expense of new works. These are instances in which, although great exertions have been made, the Department has not yet been able to overtake its responsibilities, even in time of peace, and if war were to occur the pressure upon it would be augmented in a tenfold degree.

STAFFORD H. NORTHCOTE.
C. E. TREVELYAN.
W. G. ANDERSON.
E. A. HOFFAY.

December 17, 1853.

APPENDIX.

Additions to the Business of the Ordnance Department since the War.

Appendix.

Additional duties of Department.

Since the termination of the war, in 1815, there have been transferred to the Ordnance the duties connected with (1) the construction, maintenance, and charge of barracks, and provision of barrack stores; (2) the providing, caring for, and issuing warlike stores for the Army or Navy; and (3) the supplying bread, meat, forage, fuel, and light for the troops in Great Britain (with some exceptions), and coals, candles, &c., for those in the Colonies, so far as they are required to be sent from this country.

Barracks.

(1) Before 1794, the Board of Ordnance were charged with the construction, repair, and furnishing of barracks. In that year Colonel De Lancy, who had been entrusted with the erection of new barracks in the neighbourhood of the great manufacturing towns, was appointed Barrack-master-General, with the superintendence of the building repairing, and furnishing of all the barracks, and the supply of the necessary stores of fuel, light, &c.; the Board of Ordnance retaining that part of the Service, which related to places of arms, and the separate quartering of the Artillery. In 1804, the contracts for the supply of barrack furniture and stores were made over to the Commissariat. By Treasury Minute of 10th March 1807, the situation of Barrack-master-General was abolished, and a Barrack Board was appointed instead. The powers of this Board were further defined by a Minute of the 27th October of the same year; the authority of the Commander-in-Chief being held sufficient for their incurring expense, unless for new barracks, or for repairs exceeding 500*l.*, in which cases application must be made to the Treasury for sanction. And by a Treasury Minute of 23rd July 1816, the Board of Commissioners was reduced, and the First Commissioner (Mr. Markham) was charged with the whole of the barrack duties, under the designation of Comptroller of the Barrack Department, from the 24th December of that year. In 1822, a Treasury Minute, dated 24th May, directed the Comptroller of Barracks to close his accounts on the 24th of the next month; and from that date his Sub-accountants were to act under the Board of Ordnance.

Commission of Military Enquiry.

1st Report (1806), pp. 5, 6.

Ibid.

Appendix, No. 4.

3rd Report, Commission of Military Enquiry, p. 28.

Treasury Minute, 10th March 1807.

Treasury Minute, 27th October 1807.

Treasury Minute, 23rd July 1816.

Treasury Minute, 24th May 1822.

Ibid.

Appendix.

The Accounts in Ireland for the same service were to be closed on the 24th September 1822; the Officers who had acted under Colonel Freeman, the Deputy Barrack-master-General there, being in like manner transferred to the immediate superintendence of the Ordnance. In the Colonies, the barrack duties had been variously performed by officers locally appointed by the officer commanding the troops, by officers holding appointments from the Treasury, and by other persons. By this Minute all such duties, excepting in New South Wales and Ceylon, were placed under the control of the Master-General and Board, and the Barracks were accordingly to be made over on the 24th December 1822, to such Officers as might be directed by the Ordnance to take charge of them.

Ibid.

Military Stores.

Letter from Secretary at War to Treasury, 19th May, 1806, in 6th Report of Commission of Military Enquiry, p. 152. (1809.) 8th Report, Commission of Military Enquiry, p. 153. (1809.)

(2) During the American and former wars, the supplies of tents and camp necessaries were furnished by the Colonels, through their own tradesmen, under the superintendence of the Secretary-at-War; but in 1787, a sudden and great emergency compelled the Government to have recourse to a Contractor, (Messrs. Trotter,) and the immense saving which resulted led to a change of system. From 1794, the house of Trotter undertook the whole business of providing such supplies, and storing them when not in use, until 1808, when a Storekeeper-General was appointed to the care, under the Treasury, of all the stores for military service, which were obtained from Contractors selected by public competition. On the abolition of the Storekeeper-General's Department in 1820, the duties were transferred to the Commissariat at the Treasury, where they were transacted by Mr. Hill, as Agent for Commissariat Supplies. By the Minute of 24th May 1822, above-mentioned, they were, both in Great Britain and the Colonies, (excepting New South Wales and Ceylon,) placed under the Board of Ordnance, as were also the corresponding duties theretofore performed by the Commissariat in Ireland, which previously to its incorporation with the Commissariat in Great Britain in 1822, was under the local direction of the Lord Lieutenant.

Treasury Minute, 23d November 1819.

Treasury Minute, 24th May 1822.

Treasury Minute, 15th Jan. 1822.

Food, &c.

18th Report, Commision of Military Enquiry (1812), p. 253.

(3) From the commencement of the war in 1793 until 1797, the bread, wood, straw, and forage for troops encamped in Great Britain were provided by contracts made at the Treasury. In 1797, District Commissaries were appointed, who entered into local contracts, and in 1798, these were placed under the orders of the Commis-

sary-General. The troops in barracks were supplied with bread by a person contracting to perform the service on a commission; but before the year 1806, a concentration took place, and the Commissary-in-Chief, appointed in 1809, was charged with the supply of the bread, wood, &c., for the troops in Great Britain, and of such stores for the service abroad as might be directed by the Treasury. The meat for the troops in Great Britain was at this time obtained by local contracts made with individual butchers, by the Commanding Officers of Corps; but from the 25th September 1813, this supply also was undertaken by the Commissary-in-Chief, upon the same system as that which prevailed in regard to the supply of bread. The office of Commissary-in-Chief was abolished in 1816, and the duties were transferred to the Agent for Commissariat Supplies, who was at the same time Chief Clerk of the Commissariat Department of the Treasury, and who, under the immediate direction of the Treasury, entered into the contracts on behalf of that Board. The supply of the Troops in Barracks was transferred to the Board of Ordnance in 1834, but whenever the troops move into camp or take the field, they are supplied by the Commissariat, as was done in 1848 in the camps at Liverpool and Manchester, and in 1853 in the camp at Chobham.

Appendix.

Ibid.

Letter from Secretary at War to Treasury, 30th September 1812. 12564/12

Letter from Commissary-in-Chief, 29th June 1813.

Treasury Minute, 29th June 1813. 9329/13

Treasury Minute, 10th April 1834.

In Ireland, the arrangements for supplies of this description were different. The Commissariat Staff established there in 1793, continued until 1822, under the immediate orders of the Lord Lieutenant, and provided the troops with forage, &c., and with bread and meat when detached from their quarters. In 1822, this branch of the Commissariat was consolidated with that in Great Britain, and placed under the immediate directions of the Treasury; in 1837 the supply of forage was undertaken by the Ordnance, the troops being rationed under Regimental arrangements; from 1847 to 1852, the Commissariat was employed to supply both forage and bread and meat; and since 1852 the forage contracts have been made by the Ordnance, and the Regimental system has been reverted to in regard to the bread and meat.

Memorandum by Sir Charles Trevelyan in Appendix to Report on Army, &c., Expenditure, 1850, p. 1166.

Treasury Minute, 15th January 1822.

Besides these arrangements, certain changes were from time to time introduced into the mode of keeping the accounts; and by the economy of labour thus effected, and the saving occasioned by the consolidation of the business of other Offices with that of this Department,

Alteration in form of accounts.

Appendix. very important reductions were made in the expense of performing the whole service. A fuller account of the nature of these changes will be found in those parts of our Report which relate to the Cash Account and Store Account Departments.

Treasury Minute on the preceding Report :—
17 *January* 1854.

Transmit a copy of this Report to the Secretary to the Ordnance, and request that he will state to the Master General and Board that my Lords have observed with much satisfaction the many useful reforms which have been already made in the Ordnance Office ; and great public benefit cannot fail to be derived from a more full development of these improvements, as well as from an extension of the same careful revision to the other establishments under their superintendence.

My Lords see no reason to object to any of the alterations in the Establishment, and in the mode of transacting the business of the department recommended in the Report, and they are pleased to give their sanction to them provided they are approved by the Master General and Board.

My Lords reserve for the present the expression of any opinion upon that part of the Report (p. 26 to p. 29) which relates to the functions discharged by Messrs. Cox and Co. in reference to the accounts of the public expenditure superintended by the Master-General and Board ; and they have instructed Mr. Anderson, the Assistant Paymaster-General, and Mr. Hoffay, the Inspector in charge of the Naval and Military Accounts, on the part of the Commissioners of Audit, to examine into the subject in detail, and to report what arrangements would have to be made if the above-mentioned functions were to be entirely discharged by the Officers of the Ordnance and by the Paymaster-General and other officers acting under the directions of this Board, without the intervention of Messrs. Cox and Co.

My Lords request that the Master-General and Board will cause the above-named officers to be furnished with all the assistance they may require to enable them properly to discharge the duty which has been entrusted to them.

Transmit a copy of this Minute to Messrs. Anderson and Hoffay, for their information and guidance.

OFFICE OF WORKS.

Report.

The Establishment of the Office of Works is divisible into two branches, the one General and the other Professional. It is essential to the efficiency of the Department that both these branches should be properly organised. After a careful examination of the nature of the business, and of the present state of the Establishment, we are satisfied that it requires some alterations, and some additions to its strength, in both Departments. The business of the Office has hitherto been conducted under great disadvantages, resulting in part from the deficient strength of its establishment, and in part from the defective accommodation afforded by the building which it occupies. It appears that representations on both these points have been made by the Secretary to the Board, and by the Board to the Treasury, at periods antecedent to the date of our appointment.

Division of the Establishment.

The General branch is that which stands especially in need of assistance. The Secretary is unduly burdened with a large amount of correspondence, and with the general direction of the whole business, including as well matters of great magnitude and importance, as matters of minute and troublesome detail, in the management of which he is provided with no regular assistance. In his absence there is no one duly qualified to take his place; and whenever his office may become vacant serious inconvenience is to be apprehended from the circumstance that there is no one in training to succeed him.

General branch Necessity for assistance.

We are of opinion that it is essential to the proper discharge of the Secretary's duties that he should have the aid of a competent Assistant Secretary, to whom a portion of the work of the Office should be assigned, and who should also act as its representative in the Secretary's absence, besides at all times rendering him assistance in the discharge of any business in which his services may be required. The Assistant Secretary should have authority to sign letters and papers, and to perform the ordinary secretarial functions. His position should be

Appointment of Assistant Secretary recommended.

Report.

subordinate to that of the Secretary, and he should refer to him for instructions in cases of doubt, but it is desirable that he should be charged with special functions, and should be directly responsible to the Chief Commissioner for their performance. We therefore recommend that the Chief Commissioner should prepare a scheme for the division of the business in such a manner as to turn the services of the Assistant Secretary to the best account.

Book-keeper to be appointed.

There is another part of the business in which additional assistance is required, namely, the keeping of the accounts.

There is at present a gentleman on the Establishment who is designated as the Book-keeper; but his time is almost wholly occupied in the discharge of other duties, and we are satisfied that it is necessary, without disturbing him in his present occupation, to appoint an Accountant of proper experience and qualifications to undertake the responsible and important duty of conducting the money business and keeping the Account Books, rendering the monthly and annual accounts to the Commissioners of Audit, and preparing for Parliament all returns relating to the receipt or expenditure of money.

Suggested constitution of the Office.

With these two additions to its chief appointments, we consider that the non-professional side of the Office will be strong enough to discharge its functions properly, and that a very moderate amount of subordinate assistance will be sufficient for it. Two clerks of superior abilities, and with adequate salaries, will be enough to assist the Secretary and Assistant Secretary in conducting the non-professional correspondence, as well as to render such aid as is required by the Surveyor of Works in that which is of a purely professional character. The routine work, both in the corresponding and the book-keeping Department, may be performed by supplementary clerks, such as have been established at the Board of Trade, the Education Department, and other offices, at salaries commencing at 80*l.* a year, and rising by an annual increment of 5*l.* to 180*l.*; after reaching which, in certain cases of superior trust and peculiar merit, they are capable of being transferred to a higher class, at a salary commencing at 180*l.* and rising by 10*l.* a year to 250*l.* The Registrar of the Department should be selected by merit from this supplementary class, and should be placed upon the higher scale.

Application of this constitution to the existing

At the present time it would be difficult to state the precise number of supplementary clerks who will ulti-

mately be required to do all the copying work, and that connected with the registration and care of the papers, and to assist the Accountant and Book-keeper, including the duties now discharged by the officer denominated Paymaster. The model recommended by us for the unprofessional side of the Office, provides for

Report.

members of the Office.

A Secretary,
An Assistant Secretary,
Two Corresponding Clerks, and
An Accountant and Book-keeper,

and for such number of supplementary clerks as may be indispensably necessary. As Mr. Philipps already fills the office of Secretary, and Sir Wm. Molesworth has informed us that he intends to select Mr. Thornborrow, Assistant Clerk, and Private Secretary to the First Commissioner, for the office of Assistant Secretary, and Mr. Adams, Principal Clerk, and Mr. Marshall, who holds the first place among the Junior Clerks, for the situations of Corresponding Clerks, while the duties of Accountant and Book-keeper in a Department like that of the Office of Works, are of a very special character, requiring a long previous training for their proper performance, the gentlemen who now fill the situations of Paymaster, Registrar, Assistant Registrar, and Junior Clerk on the old establishment of the office, cannot at present be appointed to any of the above-mentioned situations which we propose should form the future permanent establishment of the Office. These gentlemen must therefore be employed on such duties as may be required of them, which will, generally speaking, be the same as they at present perform, until they are either promoted to the new Establishment, if they should possess the requisite qualifications for it, or retire at the close of their public service on a superannuation allowance; and supplementary clerks should be appointed only as vacancies occur. There are also at present two Copying Clerks employed by the hour, whose services the Secretary to the Board considers it desirable to retain on the existing footing, and who would, as we understand, object to being placed upon the scale of salary which we have proposed for the supplementary clerks. We therefore abstain from recommending any alteration in their position. Their places, when vacant, should be supplied by the appointment of supplementary clerks.

The system of employing Supplementary Clerks upon the great bulk of the duties which partake of a mechanical character enables the Government to restrict the number

Principles of economy of labour in an Office.

Report.

of the superior officers of a Department within moderate limits, to give them adequate salaries without incurring excessive expense, and to employ them from the first upon work of a character requiring intellectual qualifications of a comparatively high order. It appears to us that this is a more effectual mode of introducing economy into the public service than the simple reduction of salaries, without reference to the distribution of duties, can ever be. Economy is dearly purchased by the sacrifice of efficiency; indeed it cannot be said to be so purchased at all. It appears to us that the scale of salaries, and the general arrangement of the Office of Works, have been settled with too exclusive a reference to immediate pecuniary considerations, and with too little appreciation of the importance of securing the services of duly qualified persons to succeed to its more responsible situations. The public expenditure which the Office has to control is estimated for the present year at more than half a million. Demands of all kinds are continually being made upon it, and its interposition is daily required in order to prevent unnecessary outlays. The invariable tendency of builders and others engaged upon extensive works to outrun their estimates renders it very important that a strict watch should be kept upon their proceedings; and the eminence of the professional architects, engineers, and contractors, who are employed upon the chief public edifices, is such as to make it necessary that the controlling Department should have at its command the services of men of high and well recognized ability. The chief professional advisers of the Office must therefore have adequate salaries, and this will render necessary a corresponding scale for those Officers in the non-professional Department who are generally responsible for the conduct of the whole business.

Scale of Salaries recommended for Board of Works is too low.

Salary of Secretary.

The salary of the Secretary is at present 1,250*l.* By the Treasury Minute of the 14th November 1851, this salary is to be reduced on the occurrence of a vacancy to 1,000*l.* a year. We consider that 1,200*l.* would be a reasonable amount, and we recommend that the salary be in future fixed at that sum.

Of the Assistant Secretary.

The salary of the Assistant Secretary should commence at 600*l.* a year, and rise by 25*l.* to 800*l.*

Of the Book-keeper.

The salary of the Book-keeper should begin at 350*l.*, and rise by 15*l.* a year to 500*l.*

Of the Clerks.

The salaries of the two Clerks should begin at 150*l.*, and rise by 15*l.* a year to 400*l.*

The expense of this part of the establishment will then stand thus: *Report.*

Comparison with present scale.

	Min.	Max.	Mean.
	£	£	£
Secretary - - -	1,200	1,200	1,200
Assistant Secretary - -	600	800	700
Book-keeper - - -	350	500	425
Clerks - - - -	300	800	550
Registrar - - -	180	250	215
Six supplementary Clerks -	840	1,080	780
Total - -	3,110	4,630	3,870

A comparison of this scale with that sanctioned by the Treasury Minute of November 1851 will show that, allowing for the addition of the Assistant Secretary, the total expense will not be greater, though the chief salaries will be higher.

	Scale of the Treasury Minute.		
	Min.	Max.	Mean.
	£	£	£
Secretary - - -	1,000	1,000	1,000
1st Clerk - - - -	400	500	450
2d Clerk - - -	250	350	300
3d, 4th, and 5th Clerks - -	270	600	435
Book-keeper - - -	250	350	300
Registrar - - - -	200	300	250
Average expense of Copying Clerks	460	460	460
	2,830	3,560	3,195
Add for Assistant Secretary -	600	800	700
Total - -	3,430	4,360	3,895

Private Secretary.

The allowance to the Chief Commissioner for a Private Secretary should be the same as is usual in other offices; viz., 300*l.* a year if the Chief Commissioner is in the Cabinet, and 150*l.* if he is not. The appointment should be a personal one, and should not necessarily be conferred on a Clerk in the Department, which is the present practice, and is found very inconvenient. If the Chief Commissioner holds the office of President of the Board of Health, half the salary of the Private Secretary should be charged on the estimates for that department.

Report.

With regard to the Professional Branch of the Office we have to recommend:

Professional branch. Surveyor of Works.

1st. That the greatest care should at all times be taken in supplying the important post of Surveyor of Works by the appointment of gentlemen of sufficient eminence as architects to be able to maintain a proper degree of authority in acting on behalf of the Board of Works in cases where it is brought into communication with the leading professional men of the day. The salary now attached to the situation is 800*l.* a year. We do not propose that this sum should be increased at present, but we think it very probable that when a vacancy occurs, it will be found necessary to offer a larger sum in order to secure the services of such an officer as we have indicated, and we consider that the Government ought to be prepared to raise the salary to whatever sum may be found requisite for that purpose.

It is the opinion of Sir William Molesworth, as expressed in his letter of the 15th August, 1853, to the Lords of the Treasury, that power should be given to the Board of Works to cause special references to be made from time to time to eminent practising architects and engineers on matters connected with the business of the department. We concur in the belief that such a course may frequently be adopted with advantage, but we do not consider that it will obviate the necessity for strengthening the permanent appointment of the Surveyor of Works and Buildings as much as possible.

Assistant Surveyors.

2nd. There are two Assistant Surveyors employed under the Surveyor of Works, of whom one is charged with the superintendence of the works in London, and the other with that of the works out of London. The salary of the former is 600*l.* a year with a house; the salary of the latter is at present only 400*l.*, with the prospect of rising to 500*l.* but without a house. We see no reason for making a distinction between the salaries of these officers. Both must be chosen from the same class,—the profession of surveyors,—and both are charged with duties of equal importance. We consider that their salaries should commence at a minimum of 400*l.*, and rise by 20*l.* a year to 600*l.* We do not think that a house need be provided for the Assistant Surveyor out of London. The object of providing one for the Surveyor in London is, to insure his residing in the immediate neighbourhood of the public offices, so that, in case of any emergency—such, for

instance, as a fire—his services may be readily available. This reason appears to us sufficient to take the case out of the ordinary class of official residences, which as a general rule we do not think desirable. *Report.*

Clerk of the Furniture.

The Clerk of the Furniture holds a position analogous to that of the Assistant Surveyors. He is responsible for providing furniture for the royal palaces, Government offices, and other public buildings. He has, on the one hand, to take care that the wants of all these buildings are properly supplied, and, on the other hand, to check any undue extravagance in the demands made upon him. He must also be able to judge of the qualities and prices of the articles furnished, and must have a practical knowledge of the upholstery business. The sum annually expended on furniture amounts on an average to about 25,000*l.* It may be said that the whole of this is practically laid out upon the recommendation and under the authority of the Clerk of the Furniture. Considering the difficulty of maintaining an adequate check upon this officer, and the peculiar temptations to which his position exposes him, we think it very inexpedient that the salary attached to the situation should be materially reduced. The present holder receives 500*l.* a year, but the Treasury Minute of 1851 reduces the salary on occasion of a vacancy to the sum of 200*l.*, rising to 300*l.* as a maximum. We are of opinion that the minimum should in future be 300*l.*, and that the salary should advance by 15*l.* a year to a maximum of 500*l.*, which is the amount now received by Mr. Cox.

While adverting to the question of furniture, we take the opportunity of recommending that the system of providing standard samples of various kinds of articles for the Government offices, and contracting for the requisite supply of each kind by public tender, should be extended to all descriptions of furniture, and that regulations should be made as to the quantity to be allowed to different classes of public officers. We understand that this is already done to some extent, and we consider that it might with great advantage be carried further.

Clerks to the Assistant Surveyors and Clerk of Furniture.

The two Assistant Surveyors and the Clerk of the Furniture are each allowed the services of a Clerk or Assistant. The salaries of these Assistants should be put on an uniform footing, as their duties are similar; and we recommend that the scale prescribed by the Treasury Minute for the Assistant to the Surveyor for London (150*l.*, rising by 5*l.* a year to 200*l.*) should be adopted

Report.

for all of them. Two of these gentlemen are already in the receipt of salaries above the minimum here proposed, but it appears that the Assistant to the Assistant Surveyor for London is receiving less, although the minimum salary assigned to his appointment by the Treasury Minute was 150*l.* A mistake seems to have been made in his case, which should be set right, and his salary at once raised to 150*l.*

The Examiners.

The next class of officers to which we have to direct attention is the staff of Professional Examiners, who revise the accounts of artificers and contractors. The number hitherto employed has been one Chief Examiner, at a salary rising to 500*l.*, and three Assistant Examiners, at salaries rising to 350*l.* in one case, and to 200*l.* in the two other cases. It is, however, stated that this number is inadequate to the work; and Sir William Molesworth, in his letter of August 15th, proposes that he should be allowed to employ young men trained in surveyors' and measurers' offices at weekly salaries, instead of adding to the establishment of the Office. We are of opinion that it will be sufficient to have on the establishment one Chief and one Assistant Examiner at the present rates of salary, and to employ as many professional assistants at weekly salaries as may be found necessary. We consider, however, that it will be desirable to hold out some inducement to such assistants to continue their connexion with the Office, and not to leave it for more profitable employment when they have acquired valuable experience. We, therefore, propose that they should on their first engagement be paid at the rate of 2*l.* 12*s.* 6*d.* a week, that after two years' service they should be paid 3*l.* 3*s.*, after seven years 3*l.* 13*s.* 6*d.*, and after twelve years 4*l.* 4*s.* a week. There is at present a vacancy among the Junior Examiners, which should not be filled up; the other Junior is now in the receipt of a salary of 163*l.* 16*s.*, equivalent to 3*l.* 3*s.* a week, and rising by 10*l.* a year to a maximum of 200*l.*; this appointment might be converted into one on the new scale, allowing the present holder to reckon his years of past service, which will place him on the 3*l.* 13*s.* 6*d.* scale.

Examiners' functions.

The functions of the Examiners are in fact those of Auditors; they do not confine themselves to a mere computation of the correctness of the figures in the accounts, but they also exercise a critical check over the details, such as none but professional persons can apply; thus, if in an account for mason's work it appears that the quantities

Report.

of materials charged for are out of proportion to the time occupied in the work and charged for in the labour account, the Professional Examiners detect and call attention to the discrepancy, which could not be discovered by ordinary auditors. Their examination, therefore, to a great extent supersedes the necessity for a minute investigation of the accounts at the Audit Office.

Architect.

There is on the list of the Establishment of the Office of Works a gentleman bearing the title of Architect to the department. Mr. Pennethorne, however, who is the gentleman so described, is not in the receipt of any fixed salary, but is remunerated by an allowance of 5*l.* per cent. upon the bills. He is under an obligation to take no private business; and although the Office does not employ him to the exclusion of all other Architects, but, on the contrary, exercises an independent selection on each occasion upon which professional services are required, it nevertheless provides him with ample and constant occupation. This being the case, we consider that the per-centage allowed to Mr. Pennethorne is too high; and we are of opinion that the Chief Commissioner should be officially requested to state what amount of remuneration he thinks would be reasonable under the circumstances.

Assistant Architect.

There is also, under a recent Treasury authority, an Assistant Architect at a fixed salary of 300*l.*, and with a per-centage allowance upon the bills incurred for works executed under his superintendence; subject, however, to a proviso, that his total emoluments are not to exceed 700*l.* in any one year. We propose no change in this arrangement at present; but we consider that when a vacancy occurs, this appointment ought to be again brought under the special notice of the Treasury.

Clerks of Works.

Having thus described the Head Quarter Establishment at the Office of Works, we must next advert to the staff of Officers employed under the title of Clerks of Works at the several buildings under the care of the Department. Of these there are twelve who are permanently employed, each having charge of a district, either in London or in the country, and being required to attend to all the public buildings within that district. The salaries of these officers have never been properly regulated; and we think it desirable that they should now be placed on a footing of uniformity. We propose that the salary should commence at a minimnm of 130*l.*

Report.

and rise by 5*l.* a year to 160*l.* There are three districts, however, for the charge of which higher salaries should be given. These are,

1. The Buckingham Palace District, including Buckingham and Kensington Palaces, the Royal Mews, and the buildings, wall, and iron fences in Kensington Gardens and Hyde Park.
2. Windsor Castle, including the buildings in the Home Park, the water works on the river Thames, and the reservoir at Cranbourne.
3. The General Post Office in St. Martin's-le-Grand, the Money Order Office, and the eight Branch Post Offices in London, Westminster, and Southwark.

In these three cases we think the salary should be 200*l.* a year, as the duties to be performed are more arduous and confidential.

Buildings belonging to Inland Revenue and Customs.

We find that the management of the buildings connected with the Boards of Customs and of Inland Revenue is not in the hands of the officers of the Board of Works, but that these Departments make separate provision for the survey of their own buildings. There is a Surveyor of Buildings on the establishment of the Board of Inland Revenue, who receives a salary of 400*l.* a year; and there is a Surveyor of Buildings at the Custom House receiving 500*l.* a year, besides a Professional Clerk at 200*l.*, a Clerk of the Works at 150*l.*, and three other Clerks at salaries amounting in the whole to 350*l.* These Establishments ought to be consolidated with the Board of Works; and the cost of the works and repairs required for the Post Office, and the Boards of Customs and Inland Revenue, should be annually submitted to Parliament in the same estimate with the expense of the similar services required for the other Civil Departments of the Government. We recommend that immediate attention should be paid to this point. Nothing conduces more to economy and efficiency than the consolidation of duties which are strictly analogous to one another, and a proper classification of the public expenditure, so as to bring all that belongs to the same category under one point of view.

Concentration of Public Offices recommended.

While we are adverting to the duties of the Office of Works in connection with the care of the public offices, we think it well to take the opportunity of urging the great importance of introducing more economy into the system of providing the public Departments with accommodation. At the present time more than 15,000*l.* a

year is paid as house rent for premises occupied as Government Offices. These premises are often exceedingly inconvenient. Having been constructed with a view to private occupation, they are never perfectly well adapted to the arrangements of an office. Some of the rooms are unnecessarily large; others inconveniently small; and there are always several rooms in each house which are not fit for use as official apartments at all. An additional inconvenience results from the circumstance that some of the houses do not correspond in size with the Departments to which they are assigned. The Board of Works itself is a case in point. The house occupied by the chiefs of the Establishment will not contain nearly all the Subordinate Officers, and at the present time the Department is actually divided among three distinct buildings situated at some distance from each other. Those who are conversant with the details of official business will at once perceive how great a loss of time this separation must cause, and how much it must tend to render an increased staff of officials necessary. One Clerk in a well arranged office, with ready access to all its papers, and in constant communication with his superiors, can do nearly as much work in a day as two who are placed in distinct buildings, separated from each other, from their chiefs, and from the records of the office. *Report.*

The sum now paid for the rent of offices represents the annual interest of a capital of more than 500,000*l.* We are induced to believe that a much less sum than this would be sufficient to provide for the erection of a range of offices capable of containing the whole of the Departments now in want of accommodation. Such offices would be less expensive and troublesome to keep in order than the detached and unsuitable premises now in use. There would be no waste of room in them. They might be so contrived as to bring several Departments which are in relation to one another into close neighbourhood, and so facilitate the transaction of business between them. They would prove advantageous to the public, who are frequently obliged to go from one Department to another at considerable inconvenience. They might be made to include a common library, common waiting-rooms, a common staff of Office-keepers and Housekeepers, and many other advantages which, though apparently trivial in detail, would in gross be productive of a large saving.

Report.

We therefore strongly recommend this point to the attentive consideration of the Government.

Superintendents of the Parks.

There is another class of Officers employed under the Board of Works whose functions bear some analogy to those of the Clerks of Works. These are the Superintendents of the Parks, whose duties include the general care and protection of Her Majesty's rights and property in the Royal Parks and Gardens, the direction of the Gatekeepers and other persons employed there, and the inspection of the state of the fences, roads, bridges, plantations, and works. For the proper performance of these duties it is necessary that the Superintendents should be persons not only of good character and thoroughly conversant with accounts, but also of a sufficiently professional education to be capable of surveying, taking levels, laying out and repairing roads, draining, planting, fencing, and gardening. They must also be so far practically acquainted with the value of materials and of labour as to be able to judge of the proper execution of the works done under their supervision, and of the fairness of the prices charged for them. It is, in short, necessary that the Department should exercise as much care in the selection of these Officers as in that of Architects, Surveyors, and others of a similar character.

We consider that the principle of rising salaries should be applied to these appointments, and we propose that the salary of the Superintendent of Hyde Park (who has also charge of the St. James's Park and the Green Park) should commence at 150*l.* and rise by 5*l.* a year to 200*l.*, and that those of the Superintendents of Regent's Park and Victoria Park should commence at 120*l.* and rise by 3*l.* a year to 150*l.* These salaries should be considered to be in full remuneration for any duties connected with the royal parks or pleasure grounds which may hereafter be entrusted to the Superintendents.

It is necessary that we should state that these Superintendents are distinct from those employed under the Rangers of the royal parks. We have not inquired into the position or authority of the latter; but we are of opinion that as the two establishments are employed in reference to the same area and to a great extent for the same objects, they ought to be subjected to a complete revision on a full consideration of their relation to each other, and of all the duties which have to be performed; for instance, in Hyde Park the maintenance and

Report.

improvement of the herbage devolves, by the existing regulations, upon the Superintendent employed by the Commissioners of Works, while the letting of the herbage and the receipt of the proceeds (out of which a charge is paid for collection) are managed by another Superintendent of the Park, acting under the immediate superintendence of the Ranger. In Richmond and Hampton Court Parks these conditions are reversed, the herbage and the fodder for the deer being managed by the Officers of the Ranger, while the keeping up and improvement of the herds of deer, and the distribution of the venison, depend upon the Officers of the Department of Works. All the financial arrangements connected with the royal parks ought, in our opinion, to be brought together under the Office of Works, while the care of the deer and game and of all that concerns the convenience and enjoyment of the public should remain with the Ranger. A revision of the Establishments connected with the royal parks on this principle would be productive of increased efficiency, as well as of some pecuniary saving.

General recommendations.

Having thus reviewed the Establishment of the Board of Works, we have only to add, that until some general arrangements shall have been made with respect to the appointments to the Civil Service, the same rules as to age of admission, examination, medical certificates, probation, and promotion, which we have recommended at the Board of Trade, Poor Law Board, and other Offices, should be observed as far as they are applicable. In respect of the professional appointments, particularly the more important of them, a limit of age cannot be prescribed, as the Department must make a rule of taking the best men that can be got. For the ordinary Clerkships we think that none should be eligible before 18 or after 23 years of age.

STAFFORD H. NORTHCOTE.
C. E. TREVELYAN.

Treasury,
14th January 1854.

Treasury Minute.

TREASURY MINUTE on the preceding Report:—
20 *January* 1854.

My Lords have before them the Report of the Committee appointed by their Lordships' Board to examine

Treasury Minute.

and report upon the Establishment of the Office of the Board of Works, in consequence of the application from the First Commissioner, dated the 15th of August, for certain additions thereto.

My Lords are pleased to express their entire concurrence with the recommendations of Sir Stafford Northcote and Sir Charles Trevelyan, as set forth in this Report, and to sanction their immediate adoption.

One of the new offices to be created under these recommendations is that of a Book-keeper. With regard to this appointment, the First Commissioner having expressed a wish that the plan of competition should be resorted to with a view to secure the services of a person in every respect qualified for so important an office, the Assistant Paymaster General has been requested to take steps to examine the candidates and to report upon their respective merits; of this my Lords entirely approve.

Having reference to the great importance of securing a person of unquestionable ability and the requisite qualifications for an office which is so essential to the conduct of the financial arrangements of a department where they are annually becoming of greater extent, and to the great loss and inconvenience which have been sustained heretofore from the inadequate way in which those duties have been performed, my Lords are of opinion that the appointment should be made subject to revision at the end of the first year.

Write to Sir William Molesworth accordingly.

ON THE

ORGANISATION

OF THE

PERMANENT CIVIL SERVICE.

ON THE ORGANISATION OF THE PERMANENT CIVIL SERVICE.

Report.

We now proceed to comply with that part of our instructions which states that, in connection with the inquiries which we were directed to make into each particular office, it is highly necessary that the conditions which are common to all the public establishments, such as the preliminary testimonials of character and bodily health to be required from candidates for public employment, the examination into their intellectual attainments, and the regulation of the promotions, should be carefully considered, so as to obtain full security for the public that none but qualified persons will be appointed, and that they will afterwards have every practicable inducement to the active discharge of their duties.

Importance of the Permanent Civil Service.

It cannot be necessary to enter into any lengthened argument for the purpose of showing the high importance of the Permanent Civil Service of the country in the present day. The great and increasing accumulation of public business, and the consequent pressure upon the Government, need only to be alluded to; and the inconveniences which are inseparable from the frequent changes which take place in the responsible administration are matter of sufficient notoriety. It may safely be asserted that, as matters now stand, the Government of the country could not be carried on without the aid of an efficient body of permanent officers, occupying a position duly subordinate to that of the Ministers who are directly responsible to the Crown and to Parliament, yet possessing sufficient independence, character, ability, and experience to be able to advise, assist, and, to some extent, influence, those who are from time to time set over them.

Its merits generally acknowledged.

That the Permanent Civil Service, with all its defects, essentially contributes to the proper discharge of the functions of Government, has been repeatedly admitted by those who have successively been responsible for the conduct of our affairs.

Its defects.

All, however, who have had occasion to examine its constitution with care, have felt that its organisation is far from perfect, and that its amendment is deserving of the most careful attention.

Report.

It would be natural to expect that so important a profession would attract into its ranks the ablest and the most ambitious of the youth of the country; that the keenest emulation would prevail among those who had entered it; and that such as were endowed with superior qualifications would rapidly rise to distinction and public eminence. Such, however, is by no means the case. Admission into the Civil Service is indeed eagerly sought after, but it is for the unambitious, and the indolent or incapable, that it is chiefly desired. Those whose abilities do not warrant an expectation that they will succeed in the open professions, where they must encounter the competition of their contemporaries, and those whom indolence of temperament or physical infirmities unfit for active exertions, are placed in the Civil Service, where they may obtain an honourable livelihood with little labour, and with no risk; where their success depends upon their simply avoiding any flagrant misconduct, and attending with moderate regularity to routine duties; and in which they are secured against the ordinary consequences of old age, or failing health, by an arrangement which provides them with the means of supporting themselves after they have become incapacitated.

It does not attract the ablest men.

Nature of its inducements.

It may be noticed in particular that the comparative lightness of the work, and the certainty of provision in case of retirement owing to bodily incapacity, furnish strong inducements to the parents and friends of sickly youths to endeavour to obtain for them employment in the service of the Government; and the extent to which the public are consequently burdened, first with the salaries of officers who are obliged to absent themselves from their duties on account of ill health, and afterwards with their pensions when they retire on the same plea, would hardly be credited by those who have not had opportunities of observing the operation of the system.

It is not our intention to suggest that all public servants entered the employment of the Government with such views as these; but we apprehend that as regards a large proportion of them, these motives more or less influenced those who acted for them in the choice of a profession; while, on the other hand, there are probably very few who have chosen this line of life with a view to raising themselves to public eminence.

The result.

The result naturally is, that the public service suffers both in internal efficiency and in public estimation. The

character of the individuals influences the mass, and it is thus that we often hear complaints of official delays, official evasions of difficulty, and official indisposition to improvement.

There are, however, numerous honourable exceptions to these observations, and the trustworthiness of the entire body is unimpeached. They are much better than we have any right to expect from the system under which they are appointed and promoted.

Difficulties of the Civil Service.

The peculiar difficulties under which the Permanent Civil Service labours, in obtaining a good supply of men, as compared with other professions, are partly natural and partly artificial.

Its natural difficulties are such as these:—

Youth of those who enter it.

Those who enter it generally do so at an early age, when there has been no opportunity of trying their fitness for business, or forming a trustworthy estimate of their characters and abilities. This to a great extent is the case in other professions also, but those professions supply a corrective which is wanting in the Civil Service, for as a man's success in them depends upon his obtaining and retaining the confidence of the public, and as he is exposed to a sharp competition on the part of his contemporaries, those only can maintain a fair position who possess the requisite amount of ability and industry for the proper discharge of their duties. The able and energetic rise to the top; the dull and inefficient remain at the bottom. In the public establishments, on the contrary, the general rule is that all rise together. After a young man has been once appointed, the public have him for life; and if he is idle or inefficient, provided he does not grossly misconduct himself, we must either submit to have a portion of the public business inefficiently and discreditably performed, or must place the incompetent person on the retired list, with a pension, for the rest of his life. The feeling of security which this state of things necessarily engenders tends to encourage indolence, and thereby to depress the character of the Service. Again, those who are admitted into it at an early age are thereby relieved from the necessity of those struggles which for the most part fall to the lot of such as enter upon the open professions; their course is one of quiet, and generally of secluded, performance of routine duties, and they consequently have but limited opportunities of acquiring that varied experience of life which is so important to the development of character.

Absence of competition.

Feeling of security.

Limited experience of life.

Report.

To these natural difficulties may be added others arising from what may be called artificial causes.

Effects of patronage on first appointments.

The character of the young men admitted to the public service depends chiefly upon the discretion with which the heads of departments, and others who are entrusted with the distribution of patronage, exercise that privilege. In those cases in which the patronage of departments belongs to their chief for the time being, the appointments which it commonly falls to his lot to make are either those of junior clerks, to whom no very important duties are in the first instance to be assigned, or of persons who are to fill responsible and highly paid situations above the rank of the ordinary clerkships. In the first case, as the character and abilities of the new junior clerk will produce but little immediate effect upon the office, the chief of the department is naturally led to regard the selection as a matter of small moment, and will probably bestow the office upon the son or dependant of some one having personal or political claims upon him, or perhaps upon the son of some meritorious public servant, without instituting any very minute inquiry into the merits of the young man himself. It is true that in many offices some kind of examination is prescribed, and that in almost all the person appointed is in the first instance nominated on probation; but, as will presently be pointed out, neither of these tests are at present very efficacious. The young man thus admitted is commonly employed upon duties of the merest routine. Many of the first years of his service are spent in copying papers, and other work of an almost mechanical character. In two or three years he is as good as he can be at such an employment. The remainder of his official life can only exercise a depressing influence on him, and renders the work of the office distasteful to him. Unlike the pupil in a conveyancer's or special pleader's office, he not only begins with mechanical labour as an introduction to labour of a higher kind, but often also ends with it. In the meantime his salary is gradually advancing till he reaches, by seniority, the top of his class, and on the occurrence of a vacancy in the class above him he is promoted to fill it, as a matter of course, and without any regard to his previous services or his qualifications. Thus, while no pains have been taken in the first instance to secure a good man for the office, nothing has been done after the clerk's appointment to turn his abilities, whatever they may be, to the best account. The result naturally

First appointment of junior clerks.

Routine character of their duties.

Promotion by seniority.

Superior appointments

Report.

is, that when the chief of the office has to make an appointment of visible and immediate importance to the efficiency of his department, he sometimes has difficulty in finding a clerk capable of filling it, and he is not unfrequently obliged to go out of the office, and to appoint some one of high standing in an open profession, or some one distinguished in other walks of life, over the heads of men who have been for many years in the public service. This is necessarily discouraging to the Civil Servants, and tends to strengthen in them the injurious conviction, that their success does not depend upon their own exertions, and that if they work hard, it will not advance them,—if they waste their time in idleness, it will not keep them back.

given to strangers.

It is of course essential to the public service that men of the highest abilities should be selected for the highest posts; and it cannot be denied that there are a few situations in which such varied talent and such an amount of experience are required, that it is probable that under any circumstances it will occasionally be found necessary to fill them with persons who have distinguished themselves elsewhere than in the Civil Service. But the system of appointing strangers to the higher offices has been carried far beyond this. In several departments the clerks are regarded as having no claim whatever to what are called the staff appointments; and numerous instances might be given in which personal or political considerations have led to the appointment of men of very slender ability, and perhaps of questionable character, to situations of considerable emolument, over the heads of public servants of long standing and undoubted merit. Few public servants would feel the appointment of a barrister of known eminence and ability to some important position, like that of Under Secretary of State, as a slight, or a discouragement to themselves; but the case is otherwise when some one who has failed in other professions, and who has no recommendation but that of family or political interest, is appointed to a Librarianship, or some other such office, the duties of which would have been far better discharged by one who had been long in the department, and to whom the increased salary attached to the appointment would have been a fair reward for years of faithful service.

Staff appointments.

One more peculiarity in the Civil Service remains to be noticed. It is what may be called its fragmentary character.

Fragmentary character of the service.

Report.

Unlike the Military and Naval, the Medical, and the Commissariat Services, and unlike even the Indian Civil Service, the public establishments of this country, though comprising a body of not less than 16,000 persons, are regulated upon the principle of merely departmental promotion. Each man's experience, interests, hopes, and fears are limited to the special branch of service in which he is himself engaged. The effect naturally is, to cramp the energies of the whole body, to encourage the growth of narrow views and departmental prejudices, to limit the acquisition of experience, and to repress and almost extinguish the spirit of emulation and competition; besides which, considerable inconvenience results from the want of facilities for transferring strength from an office where the work is becoming slack to one in which it is increasing, and from the consequent necessity of sometimes keeping up particular departments on a scale beyond their actual requirements.

How best to obtain proper men for the public service.

Having thus touched upon some of the difficulties with which the public service is beset, we come to the consideration of the problem, What is the best method of providing it with a supply of good men, and of making the most of them after they have been admitted?

The first question which here presents itself is, Whether it is better to train young men for the discharge of the duties which they will afterwards have to perform, or to take men of mature age, who have already acquired experience in other walks of life?

Better to train young men than take them from other professions.

Our opinion is, that, as a general rule, it is decidedly best to train young men. Without laying too much stress on the experience which a long official life necessarily brings with it, we cannot but regard it as an advantage of some importance. In many offices, moreover, it is found that the superior docility of young men renders it much easier to make valuable public servants of them, than of those more advanced in life. This may not be the case in the higher class of offices, but is unquestionably so in those where the work consists chiefly of account business. The maintenance of discipline is also easier under such circumstances, and regular habits may be enforced, which it would be difficult to impose for the first time upon older men. To these advantages must be added the important one of being able, by proper regulations, to secure the services of fit persons on much more economical terms. A young man who has not made trial of any other profession

will be induced to enter that of the Civil Service by a much more moderate remuneration than would suffice to attract him a few years later from the pursuit of one in which he had overcome the first difficulties and begun to achieve success; while to attempt to fill the ranks of the Civil Service with those who had failed elsewhere, and were on that account willing to accept a moderate salary, would be simply to bring it into discredit. It cannot be doubted that, even in the absence of proper precautions for securing good appointments, it is more probable that a fair proportion of eligible men will be found among a number taken at their entrance into life, particularly if pains be bestowed upon them after their appointment, than among an equal number taken after some years of unsuccessful efforts to open another line for themselves. The temptation to jobbing, and the danger of decidedly improper appointments being made, is also considerably less in the case of the selection of young men than in that of persons more advanced in life.

Principle on which the public service should be recruited.

The general principle, then, which we advocate is, that the public service should be carried on by the admission into its lower ranks of a carefully selected body of young men, who should be employed from the first upon work suited to their capacities and their education, and should be made constantly to feel that their promotion and future prospects depend entirely on the industry and ability with which they discharge their duties, that with average abilities and reasonable application they may look forward confidently to a certain provision for their lives, that with superior powers they may rationally hope to attain to the highest prizes in the Service, while if they prove decidedly incompetent, or incurably indolent, they must expect to be removed from it.

Examination and probation.

The first step towards carrying this principle into effect should be, the establishment of a proper system of examination before appointment, which should be followed, as at present, by a short period of probation. The necessity of this has been so far admitted that some kind of examination does now take place before clerks are admitted into any of the following offices:—The Treasury, the Colonial Office, the Board of Trade, the Privy Council Office, the Poor Law Board, the War Office, the Ordnance Office, the Audit Office, the Paymaster General's Office, the Inland Revenue Office, the Emigration Office, and some others. These examinations vary in their cha-

Examinations already held.

Report.

racter; in some offices more is required than in others, and in some cases what is required will be more rigidly enforced by one set of Examiners than by another.

Necessity for a central system, of examination.

The preliminary examination of candidates for civil employment, however, cannot be conducted in an effective and consistent manner throughout the Service, while it is left to each department to determine the nature of the examination and to examine the candidates. Some on whom the duty of examining devolves feel no interest in the subject; others, although disposed to do their best, are likely to entertain erroneous or imperfect conceptions of the standard of examination which ought to be fixed, and to be unable to apply it properly after it has been settled. The time and attention of the superior officers are fully occupied in disposing of the current business of their respective departments. To do this in a creditable manner will always be their primary object; and as the bearing of the subject under consideration upon the efficiency of their departments, although very important, is not of a direct or immediate kind, and is not likely to have much effect during their own tenure of office, what has to be done in reference to it will either be done by themselves in a hurried and imperfect manner, or will be left by them to their subordinate officers to be dealt with at their discretion. In a large department, in which numerous candidates have to be examined, want of time will prevent the superior officers from giving the subject the attention it deserves; and other matters, although of infinitely less real consequence, will have the precedence, because they press, and must be disposed of at the moment. Moreover, a large proportion of the persons appointed to a public department usually consists of young men in whose success the heads of the office or the principal clerks take a lively personal interest, owing to relationship or some other motive connected with their public or private position; and an independent opinion is hardly to be expected from an examiner who is acting under the orders of the one, and is in habits of daily intercourse with the other. A public officer ought not to be placed in a situation in which duty might require him to make an unfavourable report under such circumstances. Lastly, even supposing every other circumstance to be favourable, it is impossible that each department, acting for itself, can come to such just conclusions in regard to the nature of the preliminary examination, or can conduct it in such a fair, and effective,

Report.

and consistent manner, as would persons having the advantage of a general view of the subject as it affects every public department, and who should have been selected for the duty on account of their experience in matters of this description.

Central Board of Examiners recommended.

We accordingly recommend that a central Board should be constituted for conducting the examination of all candidates for the public service whom it may be thought right to subject to such a test. Such board should be composed of men holding an independent position, and capable of commanding general confidence; it should have at its head an officer of the rank of Privy Councillor; and should either include, or have the means of obtaining the assistance of, persons experienced in the education of the youth of the upper and middle classes, and persons who are familiar with the conduct of official business. It should be made imperative upon candidates for admission to any appointment, (except in certain special cases which will presently be noticed,) to pass a proper examination before this Board, and obtain from them a certificate of having done so.

Nature of the examination: Competition should be introduced.

We are of opinion that this examination should be in all cases a competing literary examination. This ought not to exclude careful previous inquiry into the age, health, and moral fitness of the candidates. Where character and bodily activity are chiefly required, more, comparatively, will depend upon the testimony of those to whom the candidate is well known; but the selection from among the candidates who have satisfied these preliminary inquiries should still be made by a competing examination. This may be so conducted as to test the intelligence, as well as the mere attainments of the candidates. We see no other mode by which (in the case of inferior no less than of superior offices) the double object can be attained of selecting the fittest person, and of avoiding the evils of patronage.

For the superior situations endeavours should be made to secure the services of the most promising young men of the day, by a competing examination on a level with the highest description of education in this country. In this class of situations there is no limit to the demands which may ultimately be made upon the abilities of those who, entering them simply as junior clerks, gradually rise to the highest posts in them. To obtain first-rate men, it is obvious that recourse should be had to com-

Report.

petition. It would be impossible to impose upon each candidate for a clerkship, as a positive test of his fitness for the appointment, the necessity of passing an examination equal to that of first-class men at the universities; but if, on the occurrence of a vacancy, it is found that a number of candidates present themselves, of whom some are capable of passing such an examination, there can be no reason why the public should not have the benefit of such men's services, in preference to those of persons of inferior merit. It may be repeated that no other means can be devised of avoiding the evils of patronage, which, if, in this case, less objectionable because of the comparatively small number of superior appointments, is much more objectionable in its effects on the public business of the country.

The examinations should be so conducted as to secure the special attainments required in particular branches of the public service.

Our proposal is not inconsistent with the appropriation of special talents or attainments to special departments of the public service. In the case, for example, of the subordinate grades from which collectors, surveyors, secretaries, junior commissioners, and other superior officers of the Revenue departments are usually selected, the nature of the examination should be adapted to the object of securing the scientific and other attainments which are so important to the efficiency of these great national establishments. In the same way provision might be made for securing the peculiar attainments to be required of persons to be employed in the Foreign Office, and in the diplomatic and consular services; and in respect to offices of account, arithmetic and book-keeping will be principally insisted on.

The competition should not be for specific appointments.

It next becomes a question, whether the competition which we have proposed should take place on the occasion of each vacancy, or whether there should be periodical examinations. We are of opinion that it would be desirable to adopt the latter alternative. There are peculiar advantages in a system of periodical examinations. It economizes the number, and also the time of the examiners, who, instead of being overworked half the year, have their employment regularly distributed. It is also more convenient to the candidates themselves. We propose, therefore, that examinations should be held at stated times; that an average having been taken of the number of situations of the class contended for, which periodically fall vacant, it should be announced, before the commencement of each trial, how many gentlemen were

Mode in which periodical examinations may be turned to account.

Report.

to be elected for admission into the public service on that occasion. The election having taken place, those who have succeeded should be distributed among the offices to which appointments are to be made, on the footing of probationers. The precise mode in which the successful candidates should be allotted to the several departments will require some consideration; but there will be no difficulty in it which may not easily be overcome. One obvious course of proceeding would be to send to each department a list of those who are selected for appointments, leaving to the head of each office to choose from among them as vacancies occur. Or it might be thought desirable that the Board of Examiners should recommend particular men to particular departments, according to their capacities, the head of the department in each case exercising his discretion in accepting them or not; or the choice might be given to the candidates themselves, some restriction being imposed to prevent any from choosing offices for which their peculiar education had not fitted them. If more have been elected (in order to maintain the average) than there is immediate demand for, they should be sent as supernumerary clerks to the offices in which the work happens to be the heaviest, unless there is any special service upon which they can with advantage be temporarily employed, or they might wait to take their turn. As vacancies occur from time to time before the next general examination, the supernumeraries should be appointed to them, and, if the whole have not been placed before that time, it will only be necessary to make the next batch the smaller. It would be desirable to retain the probation as at present, rendering it more efficient by precise reports of the conduct of the probationers.

Probation to be retained.

In the examinations which we have recommended, we consider that the right of competing should be open to all persons, of a given age, subject only, as before suggested, to the necessity of their giving satisfactory references to persons able to speak to their moral conduct and character, and of producing medical certificates to the effect that they have no bodily infirmity likely to incapacitate them for the public service. It is only by throwing the examinations entirely open that we can hope to attract the proper class of candidates.

Competing examination to be open to all.

The choice of the subjects to be comprehended in the examination, as well as the mode in which the examina-

Subjects of the examination.

Report.

tion should be conducted, so as to diminish the labour by eliminating such candidates as have obviously no chance of success, should, of course, be left to the Board of Examiners. We will therefore only indicate the advantage of making the subjects as numerous as may be found practicable, so as to secure the greatest and most varied amount of talent for the public service. Men whose services would be highly valuable to the country might easily be beaten by some who were their inferiors, if the examination were confined to a few subjects to which the latter had devoted their exclusive attention; but if an extensive range were given, the superiority of the best would become evident. Besides, an opportunity would be afforded for judging in what kind of situation each is likely to be most useful; and we need hardly allude to the important effect which would be produced upon the general education of the country, if proficiency in history, jurisprudence, political economy, modern languages, political and physical geography, and other matters, besides the staple of classics and mathematics, were made directly conducive to the success of young men desirous of entering into the public service. Such an inducement would probably do more to quicken the progress of our Universities, for instance, than any legislative measures that could be adopted.

It would probably be right to include in the examination some exercises directly bearing upon official business; to require a precis to be made of a set of papers, or a letter to be written under given circumstances; but the great advantage to be expected from the examinations would be, that they would elicit young men of general ability, which is a matter of more moment than their being possessed of any special acquirements. Men capable of distinguishing themselves in any of the subjects we have named, and thereby affording a proof that their education has not been lost upon them, would probably make themselves useful wherever they might be placed. We have before us the testimony of an eminent public officer, who was for many years connected with one of the chief departments of the State. He writes thus:—

"During my long acquaintance with the —— Office, I "remember four, and only four, instances of young men "being introduced into it on the ground of well-ascer- "tained fitness. I do not venture to mention any names, "but I confidently affirm that the superiority of those "four gentlemen to all the rest was such as to extort

" the acknowledgment of it from their rivals, and to " win the high applause of each successive Secretary of " State." *Report.*

We feel satisfied that by the measures which we have suggested for ascertaining the fitness of each person before his appointment, the most marked and important improvement may be introduced into the public service.

Cases in which examination will not be applicable.

We must remark that there will be some cases in which examination will not be applicable. It would be absurd to impose this test upon persons selected to fill the appointments which have been previously spoken of under the name of staff appointments (see p. 337), on account of their acknowledged eminence in one of the liberal professions, or in some other walk of life. We think, however, that the circumstances under which any person is appointed to such an office should always be placed on record by an official correspondence between the department to which he is assigned and the Board of Examiners; and we would also suggest for consideration the expediency of making an annual return to Parliament of the names of persons who may be so appointed.

The examination for the lower class of appointments should be local.

In dealing with the lower class of appointments, it will be necessary to make provision against the difficulty that if the examinations were all held at one place, a large proportion of those who might reasonably become candidates would be deterred from presenting themselves by the expense of the journey. If the scheme of examinations were more favourable to one locality than another, there can be no doubt that it would soon be set aside as unjust. We propose, therefore, that an arrangement should be made for holding examinations in various parts of the United Kingdom. A staff of assistant examiners might be formed; or the services of competent men might be engaged from time to time, or recourse might be had to the machinery of the Education Department of the Privy Council, for the purpose of holding district examinations at stated periods. Due notice should be given of the times and places at which such examinations are to be held, and all persons intending to compete should be required to send in their names by a certain day. The examinations should all take place on the same day,—the examination papers being sent to each locality by the same post, as is done in the examinations conducted by

Report.

the Education Department; and the papers, with the work of the candidates, being returned to the Central Board, which would cause them to be examined in the manner adopted at the Privy Council Office.* The required number should then be selected as probationers for the various appointments to be filled. The precise arrangements will, however, require much consideration, and we are of opinion that they cannot properly be determined otherwise than by experience, such as the proposed Board of Examiners, acting in concert with the Chiefs of the several Departments, would speedily acquire. We have satisfied ourselves, by communications with persons whose official position enables them to form sound opinions on the subject, that there will be no formidable difficulty in making the necessary arrangements to meet the vast majority of cases. Mr. John Wood, the Chairman of the Board of Inland Revenue, has, as far as he was able, acted on these principles in the selection of Excisemen; and the experiment has succeeded in a manner which is highly encouraging to further attempts in the same direction.

The first proposal to subject public appointments to competition made by the Government of Lord John Russell in 1846.

A suggestion to bestow a proportion of the inferior appointments in the public service upon the Pupils in Schools connected with the Privy Council, was made by the Government of Lord John Russell in 1846, and a Minute was passed by the Education Committee upon the subject. No effect having been given to this Minute, it was repealed by the Education Committee under Lord Derby's Government, as being inoperative. It is obvious that no mere Minute of a Committee of Privy Council could give effect to such a scheme unless taken up as a part of the general policy of the Government.

Age of admission.

With regard to the age of admission, we are of opinion that in the case of candidates for superior situations the

* As the process adopted by the Education Department of the Privy Council may not be generally known, it is well to state that the papers of the candidates in all parts of the country are sent to the Central Office, where they are sorted according to subjects, and sent to different Inspectors, e.g., all the papers in Arithmetic to one, all in History to another, and so forth. Each Inspector assigns a number of marks to each paper, according to its merit. The papers are then returned; those of each candidate are put together again; the total number of marks which he has obtained is ascertained; and the candidates are finally arranged according to the result of the comparison.

limits should, as a general rule, be 19 and 25; in the case of candidates for inferior offices, 17 and 21. *Report.*

Having thus completed our suggestions as to the best mode of obtaining a proper supply of public servants in the first instance, we have next to offer some remarks on what appears to us to be the best mode of regulating their employment, and their promotion, so as to maintain the efficiency of the office at the highest point. *Best mode of maintaining the efficiency of an office.*

As we have already spoken of the importance of establishing a proper distinction between intellectual and mechanical labour, we need offer no further observations on this most vital point. The proper maintenance of such distinction depends more upon the discretion and management of the chiefs of offices and those immediately below them, than upon any general regulations that could be made by a central authority. We consider that a great step has been taken by the appointment in several offices of a class of supplementary clerks, receiving uniform salaries in each department, and capable therefore of being transferred, without inconvenience, from one to another, according as the demand for their services may be greater or less at any particular time; and we expect that the moveable character of this class of officers, and the superior standard of examination which we have proposed for the higher class, will together have the effect of marking the distinction between them in a proper manner. Separation of intellectual from mechanical labour.

We are aware that a measure has sometimes been recommended, which, if adopted, would have the effect of establishing to a certain extent the separation which we have spoken of;—we mean the creation of a general copying office, common to the whole or most of the departments in the neighbourhood of Whitehall, at which all of them might get their copying work done at a certain rate of payment by the piece. Question of a copying office.

We are, however, not prepared to recommend the adoption of such a measure. Copying is not the only work of a mechanical, or nearly mechanical, character which is performed in the public offices. A great deal of work of various kinds, such as registering, posting accounts, keeping diaries, and so forth, may very well be done by supplementary clerks of an inferior class under the direction of a small number of superiors. Such work, however, could not be sent out of the office; and even with regard to copying, it would be found that several Measure not recommended.

Report.

offices, which would be included in the proposed arrangement, would object to sending out a large proportion of their letters for that purpose, and that a great deal of copying is done in books which could not conveniently be parted with. Hence, it would be necessary, even were the copying office established, to maintain a class of supplementary clerks in each office in addition to it, or else the clerks would be employed nearly in the same manner as at present, that is to say, without a proper distinction between intellectual and mechanical duties.

Transfer of clerks from one department to another.

Another point to which the attention of the chiefs of offices should be called is, the importance of transferring the clerks from one department of the office to another, so that each may have an opportunity of making himself master of the whole of the business before he is called upon, in due course of time, to take a leading position. A proper system of transfers, according to fixed rules in each office, and insured by periodical reports to the chief, must exercise a beneficial influence both upon the clerks themselves, and upon the general efficiency of the establishment. Periodical reports upon the manner in which each clerk has been employed, should be made to the chief of the office.

Promotions, and increase of salary.

The advance of salaries in the public service is regulated upon a twofold principle. Each man, on being appointed to a clerkship in a particular class, receives for the first year, and in some cases for the first two or three years, what is called the minimum salary of that class, after which his salary increases, by a certain annual increment, to what is called the maximum salary; that is to say, if the minimum be 100*l.* a year, the maximum 300*l.*, and the annual increment 15*l.*, the clerk receives 100*l.* in the first year, 115*l.* in the second, 130*l.* in the third, and so on till his salary reaches 300*l.*, at which point it must remain stationary unless he is promoted to a higher class. He may, however, at any time, whether before or after attaining the maximum salary of one class, be promoted to a higher on the occurrence of a vacancy, if he is considered deserving of such promotion, and he will immediately thereupon begin to receive the minimum salary of the higher class, and to advance therefrom by annual increments, without reference to the amount he was previously receiving. The theory of the public service is, that the annual increase of salary from the minimum to the maximum of the class, is given as matter of course as the reward of service, and with no reference to the comparative merits

Report.

of the individuals; but that promotion from class to class is the reward of merit, or rather that it is regulated by a consideration of the public interests, and that those only are to be transferred from one class to a higher who have shown themselves capable of rendering valuable services in it. This salutary principle is, however, in practice often overlooked, and promotion from class to class, as well as the annual rise within the class, is more commonly regulated by seniority than by merit. The evil consequences of this are too obvious to require lengthened comment: it is, perhaps, more important to point out some of the difficulties which lie in the way of amendment.

Objections entertained against promotion by merit.

If the opinions of the gentlemen engaged in the Civil Service could be taken on the subject of promotion, it would probably be found that a very large majority of them would object strongly to what is called promotion by merit. The reason they would assign would be, that promotion by (so called) merit would usually become promotion by favouritism. The effect of the system of departmental patronage has been to inspire the clerks in each office with a feeling of jealousy towards any one who is supposed to enjoy the especial favour of the chief of the department, or, still more, of the principal permanent officer in it. Constituted as our official system now is, men feel, and not unreasonably, that the recognition of their merits, even within their own departments, is extremely uncertain, and that there is no appeal to any public tribunal if injustice is done them there. Even in an open profession a consciousness of unrecognized merit will sometimes weigh a man down, though he has always the hope that the justice which is denied him in one quarter will be done to him in another. In an office, if a clerk fails to please his immediate superior, he is probably condemned to obscurity for his whole life. The Parliamentary chief who presides over the department for a few years, and who is overwhelmed with business, can, as a general rule, know nothing of the merits of individual clerks in the lower ranks of the office, except through the permanent officers at its head. Now, setting aside cases of actual favouritism, there must be many instances in which the chief permanent officers fail to perceive, and properly to bring into notice, the valuable qualities of those beneath them. A man may be timid and hesitating in manner, and on that account may be passed over as dull, in favour of some one by no means his superior in real

Report.

worth, but having more address in recommending himself; or, on the other hand, the chief officer may have taken a particular fancy to some young man on his first entrance into the department, and may have thrown in his way special opportunities of advancing himself, which others have not had. All such cases are watched with jealousy even now, and if promotion by seniority were wholly set aside, without the introduction of proper safeguards, they would be the cause of still more discomfort.

Regulations respecting it proposed.

It ought, therefore, to be a leading object with the Government so to regulate promotion by merit as to provide every possible security against its abuse; and for this purpose we are of opinion that the following system should be adopted: On the occurrence of a vacancy in any class, the Chief Clerk, or other immediately superior officer, should furnish the Secretary of the department with a return of the names of a certain number (in no case less than three) of the Clerks at the head of the class below, accompanied by a special report upon the services and qualifications of each. In case there should be in the lower ranks of the class any man of merit decidedly superior to those above him, his name, with a note of his qualifications, should be added. The Secretary should make what remarks he thinks proper upon the list, and should then submit it to the Head of the Office, who should select the person to be promoted, and should make out and sign a warrant for his promotion, setting forth the grounds upon which it is made. A book should be kept in every office, in which should be entered the name and age of each Clerk or other officer, at the time of his appointment, the dates of his examination, first appointment, and subsequent promotions, together with notes of all the reports made upon him from time to time, either on the occasions afforded by the occurrence of vacancies, or at other times, in consequence of some special instance either of good or ill behaviour. A reference to this book on the occasion of promoting to vacancies will enable the Head of the Department to form a tolerably correct estimate of the merits of each individual. It may be noticed that such a book is kept, with very good results, in the Commissariat Department.

Annual increase of salary to be given on certificate.

With regard to the annual increase of salary, we are of opinion that it would be right to require that each clerk, before becoming entitled to receive the addition, should produce a certificate from his immediate superior, that he

Report.

has been punctual in his attendance, and has given satisfaction in the discharge of his duties, during the preceding year. Such certificates are required from the heads of rooms in the Ordnance Department, and from each Inspector in the Audit Office. They would ordinarily be given as a matter of course, but the knowledge that they might be withheld would be useful in maintaining discipline, and in enforcing regularity of attendance, which in some cases is a matter of difficulty, the only penalties which can at present be imposed for irregularity being those of suspension and dismissal, which are too severe to be applied unless in aggravated instances.

Superannuation allowances, good service pensions, and honorary distinctions.

The subject of pensions and retired allowances is one intimately connected with the matters treated of in this paper. We are aware that it is receiving separate consideration from the Government, and we therefore abstain from entering upon it so fully as we should otherwise have done. We desire, however, to call attention to the importance of establishing an uniform and consistent system of regulating the amounts to be granted to superannuated public servants, with reference to the character of their service. Whatever decision may be taken as to the maintenance of the superannuation deductions, or of the present scale of retired allowances, we presume that the course now followed in the Treasury, of apportioning the pension of each individual with some reference to the character he has borne and the abilities he has displayed, will still be pursued. As, however, the Superannuation Committee in the Treasury changes with every change in the Administration, and as no systematic record of the merits of public servants is kept at the Offices to which they are attached, the application of the principle, which has been rightly laid down, is attended with much difficulty, and with an amount of uncertainty which deprives it of much of its value.

The want of encouragement in the form of good service pensions and honorary distinctions, is also severely felt in the ordinary Civil branch of the public service, which is the only one in which these classes of reward are not dispensed.

It is obvious that the proposed Board of Examiners might be turned to good account in supplying these defects. Duplicates of the books which we have recommended to be kept in the separate Offices should be transmitted to the Department of Examination, which should also be furnished with all information relating to promotions and

Report.

other matters bearing on the services of the officers in each department. No grant of superannuation allowance or good service pension should be made by the Treasury without a previous report from the Board of Examiners embodying this information.

By this system, not only would greater certainty be introduced into the superannuation business, but a degree of consistency would be given to the whole scheme of promotion by merit, which would, we think, ensure its success. It would also have this further advantage, that it would serve to direct the attention of the Government to the merits of individual clerks,—now seldom known beyond the sphere of their own offices,—and would thus enable it to select deserving persons from the ranks of the public service to fill important situations which might become vacant. It is to be hoped that in future, if any staff appointment falls vacant in an office in which there is a deserving clerk well qualified to fill it, his claims will not be passed over in favour of a stranger; but this principle might advantageously be carried further, by filling the appointment with a person from another office, if there is no one in the department itself qualified to take it; and there might often be occasions in which the advantages of encouraging public servants, and at the same time introducing fresh blood into an office, might be combined; as, for instance, by filling a staff appointment in office A by the transfer to it of a meritorious staff officer from office B, and then supplying the vacancy caused in office B by the appointment to it of one of the most deserving clerks in office A. The extent to which this principle could be carried into effect must, of course, depend upon circumstances, and upon a careful observation of its working; but we do not see why it should not be tried.

Summary of our recommendations.

Upon a review of the recommendations contained in this paper it will be seen that the objects which we have principally in view are these:—

1. To provide, by a proper system of examination, for the supply of the public service with a thoroughly efficient class of men.

2. To encourage industry and foster merit, by teaching all public servants to look forward to promotion according to their deserts, and to expect the highest prizes in the service if they can qualify themselves for them.

3. To mitigate the evils which result from the fragmen-

tary character of the Service, and to introduce into it some elements of unity, by placing the first appointments upon an uniform footing, opening the way to the promotion of public officers to staff appointments in other departments than their own, and introducing into the lower ranks a body of men (the supplementary clerks) whose services may be made available at any time in any office whatever.

Necessity for an Act of Parliament.

It remains for us to express our conviction that if any change of the importance of those which we have recommended is to be carried into effect, it can only be successfully done through the medium of an Act of Parliament. The existing system is supported by long usage and powerful interests; and were any Government to introduce material alterations into it, in consequence of their own convictions, without taking the precaution to give those alterations the force of law, it is almost certain that they would be imperceptibly, or perhaps avowedly, abandoned by their successors, if they were not even allowed to fall into disuse by the very Government which had originated them. A few clauses would accomplish all that is proposed in this paper, and it is our firm belief that a candid statement of the grounds of the measure would insure its success and popularity in the country, and would remove many misconceptions which are now prejudicial to the public service.

STAFFORD H. NORTHCOTE.

November 23, 1853. C. E. TREVELYAN.

Organisation of the Civil Service.

Letter from the Rev. B. Jowett, Fellow and Tutor of Balliol College, Oxford, to Sir Charles Trevelyan.

Dear Sir,

I think two objections are likely to be made to the report you were so good as to show me on the "Organisation of the Permanent Civil Service." First, that it is impossible to be assured of the moral character of persons elected by examination into the public service; secondly, that it is impossible to carry on an examination in so great a variety of subjects as would be required, and with such numberless candidates; in other words that the scheme, however excellent, is not practicable.

I am convinced that neither of these objections has any real foundation.

1. For the moral character of the candidates I should trust partly to the examination itself. University experience abundantly shows that in more than nineteen cases out of twenty, men of attainments are also men of character. The perseverance and self-discipline necessary for the acquirement of any considerable amount of knowledge are a great security that a young man has not led a dissolute life.

But in addition I would suggest that there should be a system of inquiries and testimonials, which might be made considerably more efficient than testimonials for orders are at present. The analogy of insurance offices would afford the best model for carrying out such a system. I would propose:

1. That the candidate should give notice (as in the case of orders) of his intention to offer himself at least three months before the examination.

2. That he should at the same time send papers comprising a certificate of birth and baptism, with a precise statement of all the places of his education, whether at school or college, together with testimonials of his conduct for two years previously from the head of the school or college in which he was last a pupil, and also a statement of his present occupation and residence.

Report.

3. That he should give references—
   1. To a medical man ;
   2. To a magistrate ; or, in case of inferior situations, to two respectable householders ;
   3. To a clergyman or dissenting minister ;

to all of whom carefully-drawn questions respecting the candidate in the form of an insurance office paper should be submitted ; the answers to be confidential. To prevent the possible forgery of a character, an independent letter might be sent to a clergyman or magistrate in the district, with the view of his certifying to the existence and respectability of the references.

The scrutiny of the character and testimonials of the candidates ought to be quite separate from the examination. The rejection should be absolute and without reasons ; whether it took place on medical or moral grounds would remain uncertain. In case of Parliamentary inquiry, however, a register of the reasons might be privately kept in the office.

With such or even a less amount of precaution the standard of character among public servants would surely be maintained as high as at present, or higher ; as high certainly as the standard of character which can be ensured in persons admitted to holy orders.

II. The second objection relates to the mode of examination.

(A). To meet this, let us begin by supposing a division between the superior and inferior appointments, and further let us estimate the annual number of vacancies of the superior class at 250, and the number of candidates for the 250 vacancies at 2,000.

This last (which, however, is probably the outside number) is somewhat alarming. The best way to disperse the crowd will be by holding examinations continually, say five in each year, three in London, one in Edinburgh, one in Dublin. Thus the number is reduced to 400 for each examination, a number which may be easily managed.

The examination should consist both of paper and vivâ voce work. Where, as here, the object is to select a number of young men for practical life, the latter is of great importance. The aim in either should be to test general intelligence and power of thought and language, quite as much as knowledge of a particular subject.

Report.

The examination on paper of each candidate should last for about a week, to which would have to be added an hour of vivâ voce. The amount of labour thus entailed (equal to the perusal of 4,800 long papers, and 400 hours of vivâ voce), no less than the variety of subjects, would make it necessary that the number of examiners should be not less than eight.

Considering the nature of the employment, and that everything depends on the fitness of the examiners, their salary should be liberal. They should be permanent officers, and, except for proved misconduct, irremovable. It is only by the office being made permanent that able men will in the first instance be induced to devote themselves to it, or will have the opportunity of acquiring the experience and facility necessary for doing their work well. Their irremovability, as in the case of the judges, is the best guarantee for their independence. To relieve them as much as possible from details of business, they would require several clerks and a secretary. It would be very desirable that at the head of this "College of Examiners" some eminent person should be placed of the rank of Privy Councillor.

I will next proceed to the subjects of examination, in reference to which I think three principles should be kept in view. We should consider what are—

1. The indispensable requirements of public offices generally.

2. What are the best elements of higher education in England, without special reference to the wants of the public offices.

3. What are the special attainments needed in any particular department of the public service, as for example the Treasury or the Foreign Office.

(1.) The qualifications most universally required of officials are to write fast and neatly, a thorough knowledge of arithmetic and book-keeping, and English composition. I should propose to make these the subject of a preliminary examination, which might last for a single day. No candidate by whom this trial was not satisfactorily passed should be allowed to compete further on this occasion. This would have the advantage of limiting the number of candidates. No able man who was fit for the public service would be excluded by the requirement of arithmetic, if it were known beforehand to be indispensable. It is necessary to require it, or otherwise you will not get it.

Report.

(2.) When this preliminary examination has been disposed of, we come to the principal one, in arranging the subjects of which we have to consider what is the main staple of English education at the present day. It will not do to frame our examination on any mere theory of education. We must test a young man's ability by what he knows, not by what we wish him to know. The system of our public schools, of our two English as well as of the Scotch and Irish universities, as well as the case of those who have not been at a university or public school, should be fairly considered in the arrangement of the plan. The knowledge of Latin and Greek is, perhaps, upon the whole, the best test of regular previous education. Mathematics are the predominant study of one of our universities. Moral philosophy is a principal subject at Oxford, no less than at Edinburgh and Glasgow. An increasing class of persons receive a foreign or an English, in contradistinction to what may be termed a classical education. Some of the candidates again may be entered at Inns of Court. Lastly, it may be remarked that there are subjects, such as physical science and civil engineering, which, notwithstanding their immense growth in the last few years, have scarcely yet found their way down into education, and in reference to which the proposed examination may be made to operate usefully. These and similar considerations should enter into our scheme, which, supported as it is by valuable prizes, must exercise a great influence on the higher education of the country.

(3.) The special requirements of the higher departments of the public offices appear to be chiefly two, viz., a knowledge of the principles of commerce, taxation, and political economy in the Treasury, Board of Trade, &c.; of modern languages and modern history, under which last may be included international law, in the Foreign Office. In the offices which are principally offices of account, mathematical talent may with advantage, be insisted upon. Whether immediately wanted for the daily work of the office or not, all such attainments tend to give an official a higher interest in his employment, and to fit him for superior positions. They may also be regarded as reflecting honour on the service. The requirement of these or any other qualifications would be determined by each office for itself, subject to the approval of the Board of Examiners, while the duty of the Examiners would be to guarantee with the special attainment the general ability of the candidate.

Report.

In the following scheme it has been attempted to carry out the views which have preceded:

FOUR SCHOOLS.

1.	2.	3.	4.
Classical Literature.	Mathematics, with practical applications, and Na tural Science.	Political Economy, Law, Moral Philosophy.	Modern Languages and Modern History, including International Law,

NOTE.—In the third of these schools Political Economy would supply the requirements of the Treasury, Board of Trade, &c., while the subjects that have been grouped in the last school are more especially adapted to the requirements in the Foreign Office.

The details of these schools are left to the Examiners, with the single direction that original English composition should form a considerable element in the examination of all the candidates.

REGULATIONS.

1. Two examiners to examine in each school, and to form a judgment separately on all the papers.
2. Two schools to be required of all candidates, and none to be allowed to try in more than two.
3. The examination on paper in each school to last for three days.
4. Each candidate to be examined vivâ voce for one hour in any school at his option.
5. The successful candidates to be placed in order of merit.
6. A certain number of appointments to be appropriated to each examination. The choice to be given to each candidate (in order of merit) of what office he desires to enter, provided he has fulfilled in the examination the requirements of the office which he selects.

The order of proceeding would be as follows:—Say on the 1st of February the candidates (whose testimonials and references had been previously approved) have assembled and pass the preliminary examination in arithmetic and English composition. Two or three days after

the examiners, as soon as they have had time to read their papers and reject those who were not qualified, would proceed to the examination in the first school. This would be carried on by two of their number, while the remaining six would be engaged in their different schools with the vivâ voce examination of the rest. The "paper work" of the first school would last about three days, and then would commence the "paper work" of the second school conducted by its two examiners, while the vivâ voce of the other three schools was also going on. At the termination of the whole, the names of the candidates, or rather of as many of them as there were appointments to be filled up, would appear in order of merit, with a notice appended to the name of each, of the schools in which he had been examined. Such a list would not be difficult to make out, if there were an uniform system of marking among the examiners, which might be such as to represent fairly the general ability of the candidates, as well as the more precise result of the examination. Such a system is already in use at the Education Office, and is perfectly successful.

(B.) The objection of impracticability will perhaps be felt to apply more strongly to the application of the scheme to the supplementary clerks, and in general, to the humbler class of public servants, on account of their great number and dispersion through the country, and also on account of the difficulty of devising a mode by which such situations as theirs can be uniformly made rewards of merit. The experience of the Education Department of the Privy Council Office, in which as many as 1,800 certificates of merit have been given, after examination, to schoolmasters and pupil teachers in a single year, shows that no numbers occasion any real difficulty.

First, let us suppose the whole number of the lower class of public servants to amount to 10,000, offering perhaps, 500 vacancies annually. It would be, as you observe, unfair to subject the candidates for these small situations to the expense of a journey to London, Edinburgh, or Dublin. The examination must be brought to them. With this view the whole country might be divided into districts. A few assistant district examiners would be required for the superintendence of the examination, who might be furnished with the questions, and might bring the answers to London after each examination, and sorting

Report.

them by subjects, determine on their merits, under the control of the Central Board.

The previous scrutiny of the moral character of the candidates would be conducted in nearly the same manner for all. (See pp, 354–5.)

REGULATIONS.

1. The examination to be carried on by the assistant examiners.

2. To consist of reading aloud in the presence of one of them:—

Of writing from dictation;
Of arithmetic;
Of geography;
Of writing a letter, or making an abstract;
Of vivâ voce on any subject calculated to test general intelligence:

To which might be added an "useful knowledge" paper of common questions about common things.

3. The examinations of all the different districts to be brought together at the central office.

4. The names of as many candidates as there are vacancies, actual or probable, to be published, either in order of merit or divided into classes, according to the nature or value of the appointments.

A smile may be raised at the idea of subjecting excisemen and tide-waiters to a competing literary examination, as there might have been thirty years ago at subjecting village schoolmasters to a similar test—but it must be remembered, on the other hand,—

1. That such a measure will exercise the happiest influence on the education of the lower classes throughout England, acting by the surest of all motives—the desire that a man has of bettering himself in life.

2. That reading, writing, and arithmetic, a good hand, and the power of expressing himself in a letter, no less than the general intelligence tested by the examination, render the lowest public servant fitter for his position than he would be without them, and give him a chance of rising in the service.

3. That the examination will relate to common things treated in a common-sense way.

4. That no other means can be devised of getting rid of the evils of patronage.

A further objection may be made to the selection of candidates by a competing examination, that this affords no test of their fitness for places of trust, for which also their youth seems to disqualify them. But places of trust would not be given to youths just entering the service, but to those whose characters were long tried in it.

In this class of public servants there would be at least as much security for high character as at present. They will have obtained their situations in an independent manner through their own merits. The sense of this cannot but induce self-respect, and diffuse a wholesome spirit among the lower no less than the higher classes of official men. Appointment by merit would not impair, but would rather increase the unity of the public service, while it would tend to take away from promotion by merit the appearance of being favouritism in disguise.

Permit me to express in conclusion my earnest wishes for the success of the scheme. If carried out it will relieve public men from the abuses and from the annoyance of patronage; it will raise the public service; it will give all classes a common interest in maintaining its rank and efficiency. Though a subordinate aspect of it, I cannot help feeling, as a college tutor, its great importance to the University, supplying as it does, to well-educated young men, a new opening for honourable distinction. The effect of it in giving a stimulus to the education of the lower classes can hardly be over-estimated.

Yours, very truly,

B. Jowett.

Balliol College, January 1854.

LONDON:
Printed by George E. Eyre and William Spottiswoode,
Printers to the Queen's most Excellent Majesty.
For Her Majesty's Stationery Office.

1854. [illegible]

REPORT

UPON

THE POST OFFICE,

1854.

Presented to both Houses of Parliament by Command of Her Majesty.

LONDON:
PRINTED BY GEORGE E. EYRE AND WILLIAM SPOTTISWOODE,
PRINTERS TO THE QUEEN'S MOST EXCELLENT MAJESTY.
FOR HER MAJESTY'S STATIONERY OFFICE.

1854.

BIBL. LONDIN UNIV.

REPORT UPON THE POST OFFICE.

Some features of interest in the Post Office.

There are several circumstances which combine to give interest to an inquiry into the Department of the Post Office. It is one with the good management of which every person is directly concerned, and which is felt to be of peculiar value to a nation so largely engaged in home and foreign commerce, and in colonial enterprise, as our own. It is also a Department in which great changes have of late years been introduced, and which may be regarded as being still in a state of transition. And it is further interesting, because, owing to its extent and the variety of work which it embraces, it furnishes in itself a series of examples of most of the difficulties which are experienced throughout the civil service, and an inquiry into it involves the necessity of considering nearly all those measures which have been separately suggested in the cases of other offices.

Present constitution of the Department.

The Establishment of the Post Office necessarily extends over the kingdom, and indeed all over the British possessions, though in many of the Colonies the Inland Posts are under the management of the Colonial Governments. Its Head-quarters are in London; there are Metropolitan Offices in Edinburgh and Dublin; and there are District Offices in every town, and almost every village, throughout the country. Our inquiry has not extended to its relations with the Colonial Offices; nor have we, except incidentally, examined into the constitution of those in the provinces. We have for the most part confined our attention to the Metropolitan Offices in London, Edinburgh, and Dublin, and to those parts of the system which are common to the whole country.

In London.

The Central Office in London is under the immediate direction of the Postmaster General, assisted by two Secretaries, and two Assistant Secretaries. A certain number of Clerks are attached to the Secretary's Office, and assist in the conduct of the correspondence, and in the general supervision of the work of the subordinate Departments.

Secretary's Office.

The practical business of the Post Office may be divided into two branches; it consists of the management of the circulation of letters and newspapers, and of the keeping of accounts; to these two functions a third has of late years been added, namely the transmission of money by means of the Money Order Office.

Circulation Departments.

The subdivisions of the Establishment which undertake the business connected with the circulation are four in number: The Inland Office, The London District Office, The Mail Coach Office, and the Dead Letter Office. Of these the first two are directly engaged in collecting, sorting, delivering, and charging the letters and newspapers in London and its immediate neighbourhood, and in despatching the mails to all quarters; the third is concerned with the arrangements for the conveyance of the correspondence throughout the country; and the fourth takes charge of such letters as, on whatever account, fail to reach the persons for whom they are intended by the ordinary course.

Account Departments.

The Account Departments are two in number, namely, the Office of the Accountant General and the Office of the Receiver General. The Accountant General is strictly an Officer of the Post Office; the Receiver General is an Officer of the Treasury. The latter is the person to whom all the money which comes into the hands of the Department is paid, and who issues the sums required for the conduct of its business; the former receives no money, but keeps a complete account of all money transactions, which account is in the nature of a check upon the Receiver General, as well as upon the various servants of the Post Office who receive money for the Department.

Money Order Office.

The Money Order Office is a piece of machinery for transmitting small sums from one part of the country to another. Its business has no necessary connexion with that of the Post Office, and might be carried on by other Departments of the Government, or by private persons; but the Post Office is peculiarly interested in the maintenance of a system which tends to check the inconvenient practice of forwarding coin in letters, and it has also especial advantages for conducting the Money Order Office, by means of the organization of the rural and district Post Offices.

Surveyors.

The connexion between the Central Office and the country districts is maintained by the agency of a staff of Surveyors, of whom there are now 13; each having

charge of a particular district, and being expected to investigate all causes of complaint arising therein, to see that the work is satisfactorily performed, and to assist the Postmaster General and the public in any manner that may be required. The Surveyors are allowed the assistance of Clerks.

Edinburgh and Dublin Offices.

The Metropolitan Offices of Edinburgh and Dublin are interposed between the General Post Office and the Surveyors for Scotland and Ireland respectively. Complaints and references, which in England would be made to the Surveyors, and reported upon by them to the Chief Office, are made in Scotland and Ireland to the Metropolitan Offices, by which they are referred to the Surveyors, and the reports of the Surveyors are forwarded to London, not directly, but through the Metropolitan Secretary.

Defects in the constitution.

The foregoing brief sketch will suffice to convey such a general idea of the constitution of the Post Office as is requisite for understanding the nature of the defects which we are about to point out in it, and of the amendments which we are about to propose.

The double Secretariat.

The first point which challenges attention is the existence of the double Secretariat. Two Officers of equal rank and of independent authority, usually called the Secretary to the Post Office and the Secretary to the Postmaster General, hold the chief places in the centre of a system, the well working of which depends mainly on the perfection of its machinery and the harmony of all its parts. The respective functions of these two Officers have never been clearly defined, and the ill success which has attended the attempts hitherto made at a definition seems to show that it is impossible to lay down one which shall be satisfactory. The business of the Post Office is of a kind which peculiarly requires centralisation, and to whatever extent the subordinate Departments may be divided and sub-divided, it is essential that the whole should in the last resort be brought together, and placed under the direction of a single Secretary.

Permanent constitution of Secretary's Office.

The permanent Establishment of the Secretary's Office should consist of a single Secretary, at a salary of 1,500*l.*, rising in five years to 2,000*l.*; two Assistant Secretaries, at salaries rising from 700*l.* to 1,000*l.*, by an annual progression of 50*l.*; and a sufficient number of Clerks, who should be divided, we think, into three classes, and should be charged with the execution of

all such duties of the Department as require the exercise of superior intelligence. The more mechanical operations of copying, registering, and so forth, may, to a considerable extent, be assigned to a distinct class of Clerks, selected with an especial reference to the quickness and excellence of their handwriting, and their familiarity with the first rules of arithmetic. The salaries of these Clerks should commence at 80*l.*, and rise by 5*l.* a year to 150*l.* We consider that this arrangement will not only place the Secretary's Office itself on a more satisfactory footing than at present, but will materially conduce to the harmonious adjustment of the other Departments of the Post Office.

Necessity for re-arrangement of Salaries.

There exists at present some dissatisfaction in particular Departments where the Clerks consider themselves less well paid than those who are of equal rank in other Departments, the importance of which is not greater than that of their own. We consider that the only satisfactory mode of meeting these complaints is by placing the salaries in all the Departments upon an uniform and equal footing, with the exception of those in the Secretary's Office, where the business is of a peculiar kind, and requires special qualifications in some of the higher Clerks. We have little doubt that the justice of such a distinction will be generally recognized throughout the Establishment, and that it will not give occasion to jealousies. At the same time, we feel so strongly the importance of inspiring all members of the Office with a sense of equality of treatment, and we are so sensible of the great advantages which must accrue to the whole Department from a consciousness that the highest prizes are within the reach of every deserving person, that we think it desirable to recommend a plan for opening the ranks of the Secretary's Office to all members of the Establishment.

Scales of Salary recommended.

The principle of the arrangement which we propose is, that the Secretary's Office should be divided into three classes of Clerks, the highest receiving salaries which should commence at 400*l.* and rise by 20*l.* a year to a maximum of 500*l.*, the second receiving salaries which should commence at 260*l.* and rise by 15*l.* a year to 380*l.*, and the lowest commencing at 120*l.*, and rising by 10*l.* a year to 240*l.* The vacancies occurring in the higher classes should be supplied by promotions from the lower, which promotions should be regulated entirely by merit. The vacancies in the lowest class should be filled by selection from the whole establishment of the Post

Office, in the same manner as appointments in the Secretary's Office at the Customs are filled by selection from the Custom House establishment, provided that the Postmaster-General is satisfied that there is any one in the Office fit for the work of the class.

Arrangement of the Secretary's Office.

The number of Clerks of the first class who will be required in the Secretary's Office will be eleven, besides the Chief Clerk, whose salary should be fixed at 650*l.* Of these we think that the three who may be placed at the head of the important departments of (1) Discipline, (2) Circulation, and (3) Foreign and Colonial business should form a higher division of the class, and receive salaries rising from 500*l.* to 600*l.* by 20*l.* a year, as a reward of superior merit. This would at once supply an incentive to exertion, and would enable the Postmaster-General to put an end to the inconvenient practice of granting special allowances for particular services, without diminishing the total remuneration which meritorious officers now receive. The first and second classes should in the first instance be formed by the selection of the gentlemen whom the Postmaster-General may consider most meritorious, it being understood that the salaries and prospective increases of salary of the gentlemen not selected remain as at present.

Salaries for other Departments.

The scale of salaries which we recommend for the Clerks in the other Departments, that is to say, in the Mail Coach Office, the Inland and London District Office, the Account Offices, and the Money Order Office, is, for the lowest class, 80*l.* a year, increasing by 5*l.* to 150*l.*; for the class above it 180*l.* a year, increasing by 7*l.* 10*s.* to 240*l.*; and for the highest class 260*l.* a year, increasing by 10*l.* to 350*l.* It is to be understood that in all scales of salary which we recommend, we consider that each man who is appointed or promoted to a particular class is to begin at the minimum salary assigned to that class, and to rise according to the annual rate of increase. The date of the first increase should be one year after the date of the appointment or promotion. Thus, if a Clerk is promoted to the second class on the 1st May 1854, he will receive 180*l.* for the year ending 30th April 1855, and 187*l.* 10*s.* for the year ending 30th April 1856.

Circulation Department.

Turning now to the Departments connected with the circulation of letters, we have to call attention to the division of the business between the Inland Office and

Inland Office.

the London District Office, the former of which is charged with the despatch of mails from London to the provinces or to foreign parts, and with the delivery in London of letters received from the country or from abroad; while the latter is charged with similar duties in respect of the correspondence carried on within London itself and a district around it of twenty-four miles in diameter, and, at certain times, with the delivery of letters from the Inland Office also.

London District Office.

Proposal for uniting them.

The analogous character of these two Offices, and the apparent waste of power in the present arrangement of some portions of their staff, have caused proposals to be made for uniting them under a single superintendent, and consolidating the two sets of clerks, of sorters, and of letter carriers, into one.

Not recommended as an isolated measure;

It does not appear to us that the adoption of this suggestion, unaccompanied by other alterations in the constitution of the Departments, would be productive of any material advantages, except that if the salaries to be paid to the officers of the united Department were uniformly put upon the footing of those now paid in the Inland Office, a good deal of jealousy would be removed from the minds of the persons employed in the London District Office, where the salaries are at present lower than those in the other Department. This advantage would, however, be purchased at a considerable expense to the public, which would not be compensated by any considerable, if any, reduction in the total number of persons employed in consequence of the consolidation.

but should form part of a general plan.

We consider, however, that a general re-organization of the Circulation Departments, comprising the union of the Inland and London District Offices, as part of a more extensive plan, may advantageously be carried into effect.

Importance of providing a proper system of promotion.

The aggregate number of officers employed under the Post Office is very large. It is, therefore, of considerable importance to the public that their salaries should be as moderate as the nature of the duties will justify. At the same time, it is essential that those who are engaged should be men of unimpeachable integrity and of considerable intelligence. The nature of the duties is also such as to render it necessary that those who are employed should be able to read and write with facility and correctness, and should be ready calculators.

In order to obtain men of the proper degree of education and of trustworthiness at low wages, it is necessary to

hold out prospects of advancement to those who conduct themselves well, and who manifest the qualifications which are required for superior posts. By a proper system of encouragement to merit, economy and efficiency may be combined, and the Office may be well worked at a moderate cost.

Plan proposed for the reconstruction of the Circulation Department.

We are therefore of opinion that the two Departments of the Inland Office and the London District Office should be combined, and that the Dead Letter Office also, which is now on a separate footing, should be consolidated with them. The United Department should be placed under the direction of a single Chief Officer, with a liberal salary, (rising from 600*l.* to 800*l.* by 25*l.* a year,) who should, we think, bear the title of Controller of the Inland Office. He should have the assistance of a Vice Controller, at a salary of 500*l.* rising to 600*l.* by 20*l.*, and of a sufficient number of Deputy Controllers, of whom we think that fifteen will probably be required, at salaries commencing at 350*l.* and rising by 15*l.* to 500*l.* They should be selected according to merit from among the Clerks. The duties of these Deputy Controllers would be similar to those of the "Presidents" now employed in the two Offices. Instead, however, of holding the rank of Clerks, and receiving their salaries as such, with the addition of a small sum for acting as Presidents, they should be directly appointed to the office of Deputy Controller, and should receive the salary attached to that situation. Below the Deputy Controllers should be a small body of Clerks, forming three classes, at the salaries already proposed (p. 7.), and below the Clerks should be the body of Sorters and Letter Carriers, divided into four classes, and including within them, not only the present Sub-Sorters and Letter Carriers, but all those classes of officers now known as Stampers, Porters, Messengers, &c. The lowest class to begin at 19*s.* a week, and to rise by an annual increment of 1*s.* a week to 23*s.*; the next class to begin at 25*s.* and to rise to 30*s.*; the class above them to begin at 32*s.* and to rise to 38*s.*; and the highest class to begin at 40*s.* and to rise to 50*s.* The promotion from class to class to be according to qualification and merit in all cases.

Controller.

Vice Controller.

Deputy Controllers.

Clerks.

Sorters, and Letter Carriers.

The Inspectors of Letter Carriers should be divided into two classes; the salaries of the lower class to begin at 110*l.*, and rise by 5*l.* a year to 200*l.*, and the salaries of the higher to begin at 210*l.*, and to rise by 10*l.* a year to 300*l.* These appointments should be filled by the most

Inspectors of Letter Carriers.

deserving of those who have served as Sorters or Letter Carriers.

Pensions to be allowed to Letter Carriers and others.

The Letter Carriers of the Inland Office, of the London District Office, the Messengers and the Mail Guards, have been allowed various rates of pension when no longer fit for service, but they have none of them been required to pay the deductions prescribed by the Superannuation Act. We are of opinion that all the other conditions of the Superannuation Act should be applied to these classes of persons, but that they should continue to be exempt from any deduction from their salaries. The weekly rates of pay recommended by us are not more than sufficient to furnish a reasonable remuneration for the services expected to be rendered; and if these rates were to be subjected to abatement, either the remuneration would be insufficient, or it must be increased by an amount equivalent to the abatement. We have reason to believe that the pensions which have been granted under the present exceptional regulations to some of the retired Guards and London District Letter Carriers bear a smaller proportion to their former emoluments than is usual in similar cases; and we recommend that the Postmaster General should be authorized to inquire into the subject, with a view to some further allowance being made when the circumstances clearly warrant such an indulgence.

Importance of securing properly qualified persons as Clerks and Letter Carriers.

We consider that these arrangements will materially improve the condition both of the Clerks, and also of the great body of the Letter Carriers and other inferior officers of the Post Office; and that, by means of the incentives to exertion and good conduct which will be furnished, they will decidedly conduce to the general interests of the public. We must not, however, omit to add, that no regulations can be expected to produce a satisfactory effect, unless care is taken to secure the appointment in the first instance of properly qualified persons. We are of opinion that the Postmaster General should lay down strict rules for the examination of all Candidates for admission, either into the class of Clerks, or into that of Sorters and Letter Carriers, in order to test their capacity, and should take care also to satisfy himself as to their characters, before making any appointment. We consider that the limits of age for admission should be 17 and 23 in the case of all candidates for Letter Carrierships, Sorterships, or Clerkships, who have

not previously been in the service of the department. A medical examination should also take place in order to ascertain that the candidate has no physical or mental defect or disease which is likely to incapacitate him for the public service.

Changes in the Circulation Department.

It will be observed that in the proposals which we have made we contemplate a considerable reduction in the number of officers of the rank of Clerks to be employed for the future in the Inland and London District Office. It will be for the Postmaster General to decide what number of persons are necessary for the discharge of the strictly clerical duties of the department, and to fix the number of Clerks on the new establishment accordingly. The work of sorting letters, which is now chiefly performed by Clerks, may, we think, be in great measure entrusted to members of the inferior establishment; and if proper precautions are taken for filling this establishment with well qualified persons, we do not doubt that they will be able, on the occasion of any extraordinary pressure, to take a share in the duties of the Clerks. The mode in which we propose that the change should be made is this. The Postmaster-General should in the first instance decide what number of Clerks are to be borne on the new establishment. He should then select from the present Inland and London District Establishments those whom he considers the best qualified, and should arrange them in the three new classes. When these have been formed, the remaining Clerks on the old establishment should be re-arranged in classes on the present footing; the number in each class bearing the same proportion to its present number, that the total number of Clerks left on the old establishment may bear to the present total number; that is to say, if the old establishment is reduced by one third to form the new classes, the numbers to be borne on each of its classes must also be reduced by one third. After this, promotion should take place from class to class in the old establishment exactly as at present, but the lowest class should not be recruited by fresh appointments. The old establishment will thus gradually wear itself out; and, as it does so, the higher classes of the inferior establishment should be gradually augmented, and fresh appointments made to the body of Letter Carriers and Sorters, till the whole office falls into the proper form. Vacancies in the new establishment of Clerks should be filled either by drafting Clerks from the

old establishment into the new third class, or by fresh appointments, at the discretion of the Postmaster General.

Collateral questions adverted to.

Having thus explained our plan for the constitution of the Inland Department upon a new footing, we abstain from entering into any of the important, but collateral questions connected with its working, which have naturally attracted our attention in the course of our inquiry. Such are the questions of hourly deliveries, of Branch Offices, of the separation of the Metropolis into distinct postal districts, and of the alteration of the method of sorting letters. We consider that these, and similar matters, are better left to the decision of the Postmaster General.

Mail Coach Office.

Not adapted to present circumstances.

We proceed now to another portion of the Establishment, which is also connected with the circulation of the country, —the Mail Coach Office. The arrangements in this Department do not appear to us entirely well adapted to the present state of the Postal system. The very title of "Mail Coach Office" sufficiently indicates that the machinery was originally applied to a state of things very different from that which now exists, and a further inquiry into its details shows that it has not been altered to meet the altered circumstances of the times. There are still attached to the Office a number of Inspectors of Mail Coaches whose functions are almost obsolete in consequence of the small proportion of mails now sent by such conveyances. On the other hand there is great need of a different class of Inspectors capable of exercising some check over the Railway Companies, compelling them to be more exact in keeping time, and reporting upon the causes of any irregularities. The condition of the Mail Guards also requires attention. In the days of mail coach travelling the Guards received a considerable addition to their incomes in the shape of fees from passengers. These are now almost entirely cut off. The Mail Guards are now complaining of their position. Their salaries have indeed been considerably raised in order to meet the loss of the fees, and now range from 70*l.* to 130*l.* per annum, instead of being fixed, as formerly, at 10*s.* 6*d.* a week,—a rate which is still retained on the very few coach lines on which fees are now received. But the retiring allowance which they receive when superannuated never exceeds 7*s.* 6*d.* a week, and this is felt to be too low for them to subsist and maintain their families upon. They are therefore petitioning to be placed upon the same footing as other servants of the

Government, and to be allowed to receive pensions bearing such proportion to their salaries as the scale of the Superannuation Act allows. We are of opinion that the principle of this request is a reasonable one. It is unwise to assign to superannuated public servants so low a scale of allowances as to render men unwilling to retire when they are becoming unserviceable; and we see no reason why the Superannuation Act should not apply to Mail Guards as well as to other persons. We think, however, that if this boon is conceded, the salaries of the Guards should be revised, as at present they appear to be unnecessarily high. Instead of placing them all in one class with salaries commencing at 70*l.*, and rising in 15 years to 130*l.*, we propose that they should be divided into two classes; the salaries in the lower to begin at 70*l.*, and to rise by 1*l.* a year to a maximum of 90*l.*; and those in the higher to begin at 100*l.*, and to rise by 1*l.* 10*s.* a year to a maximum of 120*l.* Promotion from class to class should be the reward of merit. The age of admission to the service should be between 20 and 25, and none should be allowed to enter it after the latter age, except such persons as may be promoted to it from another branch of the public service. The situations of Mail Guards would probably afford opportunities of rewarding meritorious Letter Carriers and other inferior officers. This is a point which we have discussed at more length in another part of our report. Before quitting the subject of the Mail Guards, it is right that we should remark that a large reduction has taken place in their number since the introduction of railway travelling, and that there are now only 178 employed, whereas in the year 1841 there were 356.

Inspectors.

With regard to the Inspectors of mail coaches, whose functions have now become nearly obsolete, we are of opinion that the present staff of ten should be replaced by a smaller body of more highly paid officers capable of maintaining the authority of the Post-Office in dealing with the railway companies, and of requiring them to adopt such measures as may appear to be necessary for the fulfillment of their contracts. We consider that there should be four such Inspectors, that their salaries should commence at a minimum of 300*l.* a year, and rise by an annual increment of 20*l.* to 500*l.*, in addition to which they should be allowed the sum of 15*s.* a day for their

subsistence while travelling. Their actual travelling expenses should be paid as is usual with Government officers. They should be required to keep diaries of their proceedings, and to transmit them to the Post-Office every week, in order that the Postmaster-General may be satisfied that they are actively employed.

Railway Post Office.

While travelling on those lines of railway on which a railway Post-Office is in operation, the Inspectors should make use of the carriage allotted to the Sorting Clerks and should superintend their proceedings.

Title of Mail Coach Office to be dropped.

We consider that the title of "Mail Coach Office," should be discontinued, and that of "Mail Office," substituted for it. There should be an officer at its head,

Inspector-General.

with the title of Inspector-General of Mails, and with a salary equal to that of the Controller of the Inland Office (600*l.*, rising to 800*l.*), and with the assistance of a

Chief Clerk.

Chief Clerk, at a salary rising from 400*l.* by 15*l.* a year to 500*l.* The salaries which we recommend for the Clerks have been already stated.

Appointment of an Officer for conducting negotiations with Railway Companies recommended.

The large sum now paid to railway companies for the conveyance of the mails has attracted our attention. This sum now amounts to no less than 372,000*l.* per annum. It is usual that in making the contracts for the conveyance of the mails, the Postmaster-General and the railway company should each appoint an arbitrator, and that these should agree upon an umpire in case of their being unable to come to terms. Much depends upon the selection of a proper person on behalf of the Government, the stake being often very large, and we are of opinion that, if the system of arbitration is to be continued, it would be a measure of economy to appoint a duly qualified person, with a fixed salary, to act for the Post Office in making these bargains. The office would be one of the highest importance, and we consider that the salary attached to it should be the same as that of an Assistant Secretary,

His salary.

viz.: 700*l.*, rising by 50*l.* a year to a maximum of 1000*l.*

Departments of Receiver-General and Accountant-General.

The departments to which we have next to direct our attention, are those of the Receiver-General and the Accountant-General, with reference to which it is necessary that we should enter into some detail, for the purpose of showing the nature of the business transacted in them, and of the checks established upon the receipt and expenditure of money in the various other branches of the office.

Check in Inland and District Offices.

The check in the Inland and London District Offices on the Letter Carriers, Receivers, and others employed in

the collection of postage, consists chiefly in a separate telling by a Clerk and the Letter Carrier, and derives its efficacy from the circumstance that the result of the Clerk's telling is entered on a docket which is not seen by the Letter Carrier. That this check is open to fraud by collusion is not denied, but it is contended that another telling by a second Clerk, although occasionally resorted to, would, if practised as a rule, impede the operations of those branches of the Post-Office more particularly pressed for time, without being productive of any commensurate advantage.

Receiver-General.

The amounts payable by Letter-Carriers and others being reported to the Receiver-General, either directly by the Inland and District Offices, or indirectly through the Accountant-General as shown underneath, the duties of the Receiver-General commence.

The postage collected by Letter Carriers and Window Men of the Inland Office, is reported to the Receiver-General - - - - - - -	By the Head of the Inland Office.
Ditto ditto by the Dead Letter Office - -	By the Head of the Dead Letter Office.
Ditto ditto by Letter Carriers and Window Men of the London District Office - - -	By the Head of the London District Office.
Ditto ditto by Letter Receivers in respect of Inland and District letters - - - -	By the Accountant-General.
Amount payable by Letter Receivers for Postage Stamps - - - - - -	By the Accountant-General.

The Receiver-General (who holds his Office by Patent under the Privy Seal, but during pleasure only,) is simply a Treasurer, whose duty it is to receive the revenue, and to pay the charges attendant on its collection and management.

The revenue collected in London is paid to the Receiver-General in full; that collected by country Postmasters in England and Wales comes to him in the form of remittances of net revenue, as does also the aggregate of the collections in Scotland; the local expenditure being deducted from the gross revenue before the remittances are made. Of the sufficiency of these remittances the Receiver-General knows nothing, the check in this respect being entirely in the hands of the Accountant-General.

The revenue collected in Ireland is paid by the Receiver-General in Dublin into the Exchequer direct through the Bank of Ireland, and does not pass through the hands of the Receiver-General in London at all.

The Receiver-General exercises no control over the correctness of the sums to be received, or over the propriety of the payments to be made, although he has occasionally objected to the authority of the Postmaster-General, in cases where the expenditure has been of such a character as to require, in his opinion, the sanction of the Treasury.

He is also the Depositary and Distributor of Postage Stamps, receiving them from the Office of Inland Revenue, and distributing them to the several Postmasters, Letter Receivers, and Window Men, as required. Their cash value returns to the Receiver-General in payments made to him on this account by the Letter Receivers and Window Men, and in the amount remitted to him by the Country Postmasters, as net revenue. He further receives from the Commissioners of Inland Revenue the value of such stamps as are sold by their Agents.

The Receiver-General makes all the remittances required by the Postmasters and Agents at home or abroad, whether on revenue or money-order account.

His duties in regard to the money-order business, are generally to make the necessary advances for carrying it on, and to bring the proceeds of the charge made to the public for commission, &c., to account as revenue.

Establishment of Receiver-General.

For the execution of the several duties entrusted to him, the Receiver-General has an Establishment of nineteen Clerks, including the Chief Clerk.

The Receiver-General appoints his own Clerks, and gives security to the amount of 12,000*l.* His Clerks are also bound to himself; the Chief Clerk in the sum of 3,000*l.*, and each of the other Clerks in 1,000*l.*

Receiver-General's Books.

As a detailed explanation of the long list of books in which the monetary transactions of this Department are recorded would afford little or no information, we shall merely observe that some of them are still kept in much the same form as when first established in the reign of Queen Anne. Others have been added to meet the requirements of later times, but with very little attention to economy of labour, for they involve constant repetitions. And although we do not question the accuracy with which they have been kept, still, true as they may be, they have not enabled

the Department to furnish the Commissioners of Audit with a monthly cash account properly so called, *i. e.*, a simple statement of the actual receipts and payments of each day, from which the cash balance on any given day could be readily ascertained. To arrive at this result from these books is a work of some labour, for they include expected receipts as cash actually received, and payments to be made as cash actually paid. The account sent to the Commissioners of Audit is an annual account classed under Heads of Service, but having the same inherent defect.

As, however, for the reasons herein-after stated, the Department of the Receiver-General will probably be incorporated with that of the Accountant-General, it is hardly worth while dwelling on the redundancy, and yet insufficiency, of these books, or on the advantages that would be derived from their revision and reduction. Such a revision must go hand in hand with the amalgamation of the two Departments, and must embrace the inquiry as to how far the routine duties may be made less laborious. For instance: the country notes received from the various Postmasters (averaging about 800 daily), are endorsed in the Receiver-General's Department, with the name of the Postmaster, the town, and the date of the receipt, which takes up one Clerk's entire time, whereas the same end could be attained by simply desiring the Postmasters to stamp their notes.

Accountant-General.

One of the principal duties of the Accountant-General is to act as a check on the Receiver-General. For this purpose he is informed by the Inland and District Offices of the amounts reported to the Receiver-General as payable in respect of postage collected in London, the receiving-houses excepted; and as he examines the whole of the expenditure previously to its being warranted, he is necessarily acquainted with the payments to be made by the Receiver-General.

The Accountant-General is also advised by the country Postmasters of the remittances of net revenue made to the Receiver-General.

From these sources a charge is raised against the Receiver-General for revenue, and credit given to him for expenses of collection. This is done in a set of books, kept especially for this purpose, and which are nearly the counterpart of those kept by the Receiver-General. And from these books, and not those of the Receiver-General,

the receipts and payments of the latter are incorporated with the receipts and payments of the Postmasters and Agents at home and abroad.

It will be seen from this description of the mode of proceeding that the work of the Receiver-General, as regards the keeping of accounts, is done twice; and that it is not altogether the independent check supposed, even as regards the revenue collected in London, for in the case of the London receiving-houses, the amounts payable to the Receiver-General do not come to his knowledge direct from the London District Office, but indirectly through the Accountant-General; and as regards the Postmasters in England and Wales, the check is even in a much greater degree within the Accountant-General's own Department, the Receiver-General having no other knowledge of the large amount of postage collected by the country Postmasters than the remittances of net revenue made to him.

It is also the duty of the Accountant-General to make up the accounts of Country Postmasters, who, contrary to the usual practice of Accountants, do not make up their own accounts. For this purpose the Postmasters transmit the following periodical returns, viz.:

Amount received for the postage of letters sent to London direct	Daily.	Forming the debits.
Ditto ditto Railway Post receipts	Ditto.	
Ditto ditto Cross Posts receipts	Monthly.	
Ditto ditto Ship Letter receipts	Ditto.	
Ditto ditto sale of postage stamps	Quarterly.	
Ditto ditto postage on French and packet letters, and for private boxes	Ditto.	
Amount paid in respect of postage returned	Monthly.	Forming the credits.
Ditto ditto incidental allowances	Quarterly.	
Ditto ditto guards' wages	Ditto.	
Ditto ditto Ship Letter gratuities	Ditto.	
To which must be added the following credits collected from other sources:		
Remittances of net revenue, made weekly, fortnightly, or monthly	Reported by the Receiver-General.	
Fixed salaries, &c.	Taken from an establishment book, called the "Riding Work Book."	
Poundage on postage labels	Calculated by the Accountant-General.	

At the end of the quarter the Postmaster is furnished by the Accountant-General with a statement of the whole of these receipts, payments, and credits, which he is required to return acknowledged as correct, or to state his objections thereto, although there is reason to believe that in very many cases the statement is not understood.

At present the Postmasters are not, generally speaking, required to furnish vouchers for their disbursements, most of the items being carried to their credit without any evidence of payment.

The Postmasters and Agents abroad, and the Chief Offices in Edinburgh and Dublin, make up their own accounts, which are transmitted to London quarterly. Accounts are also received from certain Postmasters in the East Indies, and from Foreign Governments, all which are duly examined by the Accountant-General. But as there are "Accountants" on the Establishments both of Edinburgh and Dublin, the examination as regards those places is not quite so full, *i.e.*, it does not extend to castings and computations.

It is also the duty of the Accountant-General to audit what are called the Money Order Office Journals, *i.e.*, the receipts and payments of each day. This is, however, a very limited audit, being confined to the receipts and payments of the Office in London.

Finally, the Accountant-General examines all expenditure of every description previously to its being warranted by the Postmaster-General; countersigns all drafts drawn by the Receiver-General, whether on revenue or money order account; and prepares all Parliamentary and other financial returns.

The collection of the revenue, and the expenses attendant on its management, having been checked and examined, it is the duty of the Accountant-General to bring the whole to account. This he does in a set of books kept on the principle of double entry, from which he makes up the general account of receipt and expenditure sent to the Audit Office, which includes the receipts and payments of the Receiver-General, as before described. But, notwithstanding this incorporation, the general account is accompanied by a separate account of the Receiver-General's transactions, as taken from the books of the *Accountant-General*, the account sent to the Commissioners of Audit by the Receiver-General being made up from his (the Receiver-General's) own books.

Accountant General's Books.

As regards the books more particularly belonging to the Book-keeping Branch of this department, we find the Abstract Books, Journals, and Ledgers, which were established in 1848, work well; but the subordinate books require a complete revision. They are far too numerous, and occasion much unnecessary labour; as the information many of them contain might have been obtained by slight alterations of other books.

The same remark applies to the books of the Examining Branches, where the more frequent use of original documents would have spared much labour. The entering of authorities and other documents to be acted upon is too often defended on the ground of the inconvenience of the form in which the information is conveyed; but in most cases this difficulty could be removed by alterations, which would not cause additional labour to the informant.

As the waste of power we have described is so very general, and as the amalgamation of the two Departments of Receiver and Accountant General must lead to the establishing of an entirely new system of account, and to a different distribution of the duties (which if properly done involves a revision of the *manner* in which the duties are now performed), we do not think it necessary to point out more than two or three instances of the unprofitable labour alluded to.

A Senior Clerk, one Junior, and three Extras (in all five Clerks), are employed in "checking and examining the London Letter Vouchers, and establishing a charge against the Postmasters for the same; examining all ship letter receipts, and calculating the gratuities thereon." This check and examination consist in entering in bill books, provided for the purpose, each letter bill sent with unpaid letters from London, and received with paid into London. The bills outwards are returned by the Postmaster day by day, and at the end of the month every Postmaster sends up a monthly detailed statement of the whole, unpaid and paid, which is an exact counterpart of the bill book.

It is therefore obvious that, as the charge against the Postmaster is not raised daily, it would be sufficient to check the Postmaster's monthly statement, when received, with the bills themselves, and not by comparison with an entry made from them. The amount of this profitless labour may be estimated by the number of persons employed on it.

The same unnecessary process of entering bills is gone through in the "Colonial Branch," instead of examining the quarterly accounts, when received, with the bills themselves, which must, after all, be referred to in the event of any discrepancy.

And again, we find the same practice in the "Foreign Branch," in the case of the French and Belgian accounts.

There is also a complicated mode of proceeding in the "Postage Stamp Branch," where six books are used for showing certain particulars in regard to the sale o- postage stamps, four or five of which would be unneces sary if proper use were made of a return received monthly from each Postmaster, showing the stock of stamps on hand.

On an attentive consideration of the double operations performed in the two departments of Receiver and Accountant-General, and of the evil effects of the distribution of the duties in the latter Department into a variety of branches more or less independent of each other, we are led to the conclusion that an amalgamation of the two offices, while it would, by a proper arrangement of the duties, give quite as much security against malversation as is at present possessed, would also, by the opportunity it would afford for a harmonious adaptation of the various processes to the ends desired, be the means of effecting a considerable saving.

Having thus briefly described the mode in which the Post Office revenue and the charges of collection and management were brought to account at the period when we commenced our inquiry, we proceed to bring under otice the various improvements, both of practice and account, which have since been introduced under the authority of the Postmaster-General, and which will take effect from the 1st of April 1854.

The Chancellor of the Exchequer having determined that the gross receipts of the Revenue Departments should be paid into the Exchequer without deduction, and the expenses of collection voted by Parliament, a careful estimate of the latter has been prepared, which, while it presents the various charges in as condensed a form as the great number of agents through whose instrumentality the service is conducted will admit of, will also be found to afford ample information on every point.

This introduction of an estimate for the charges of collection has necessarily led to an alteration both of

practice and account; but independently of the alterations thus necessitated, advantage has been taken of the occasion, to introduce various other improvements, without, however, interfering with the check of the Accountant-General over the Receiver-General, as it at present exists. And when the further improvements we anticipate from the proposed amalgamation of the two Offices of Receiver and Accountant-General shall have been fully carried into effect, we consider that the Finance Branch of the Post Office Department will be on as satisfactory a footing as that of any other Department of the State.

The improvements to which we allude as the result of the introduction of the estimates are:—

The substitution in the Receiver-General's Office of two proper cash books for the imperfect one heretofore in use, viz., one for revenue, and the other for the grant of Parliament; and by excluding from these books all sums not actually received or paid, they will at all times agree with the pass-books of the Bank of England. Another great advantage of this change is, that the Commissioners of Audit will now be furnished with monthly accounts, which under the old system they could not be.

Instructions have also been given to the Postmasters to stamp all the bills and notes in which their remittances may be made, by which simple alteration the time of one Clerk will be saved.

As regards the business of the Accountant-General's Office, the defective mode of making up and examining the accounts of the Postmasters adverted to at page 19, will be remedied by the introduction of a weekly statement of receipts and payments in the form annexed, to be made up by the Postmaster himself, and to be accompanied by the necessary vouchers in support of his payments as well as of his receipts. This important alteration, which has been extended to the Town and Country Receivers of the London District, has been carefully considered, and will not only abolish the elaborate system of books through the medium of which the Postmasters' accounts have been heretofore checked and made up, but promises also to work very satisfactorily in regard to the Postmasters and Receivers themselves. Another advantage of this alteration is the opportunity that it gives of greatly improving the form of the abstract book (a book used for collecting and condensing the accounts previously to their contents being passed through the journal and ledger), which will now be

Form of weekly Account. *See Appendix, page 42.*

made to exhibit the transactions of the Postmasters in such a form as to supersede the necessity of opening accounts with them in the auxiliary ledgers, besides giving every facility for ascertaining the punctuality of their remittances, their stock of stamps, and their balances.

With a view also to keeping a careful watch over the progress of the expenditure, the foreign accounts will be made up and rendered monthly, being examined, as in the case of the weekly accounts of Postmasters at home, directly fromthe vouchers, instead of through the medium of bill books.

All postings will, therefore, be monthly instead of quarterly.

The expenditure will be defrayed temporarily, as at present, out of the local receipts. The adjustment in this respect between revenue and expenses of collection will be matter of account in the books of the Department, and of transfer between accounts at the Bank of England.

The Postmaster will be Dr. to revenue for revenue charge, as also for any other revenue receipts, and Cr. by revenue cash for remittances, and by revenue in account with vote (an intermediate suspense account) for charges of collection, &c. voted.

Revenue-cash will be Dr. to revenue in account with vote, for receipt from vote-cash in reimbursement of advances in preceding entry. (This closes the intermediate account, and places the whole receipts of the Postmaster in the revenue-cash at the Bank of England.)

Voted services will be Dr. to vote-cash for payment to revenue-cash in reimbursement of advances for voted services made out of revenue by Postmasters.

Proposed Consolidation of the Departmen of the Receiver General and Accountant General.

It only remains for us to propose that the two Departments of "Receiver-General" and "Accountant-General" should be consolidated, and to submit a sketch of the manner in which this consolidation should be carried out, viz.:—

The Postmaster-General to be responsible for the proper conduct of the business of the united Department, for the due collection of the revenue, and for the proper application of the vote of Parliament to the expenses of management.

Two distinct accounts to be kept,—one of the gross revenue, the other of the application of the grant for the expenses of collection. And two corresponding cash accounts to be opened with the Bank of England

The consolidated Department to be presided over by one head, who might be designated "Receiver and Accountant-General."

The business to be apportioned among three branches, viz.:—

A cash branch with a cashier as principal, for the receipt of the revenue and the payment of the expenses of collection.

An examining branch, with a Chief Examiner, for the examination of all vouchers, bills, and accounts, whether of receipt or expenditure.

A book-keeping branch, with a Principal Book-keeper, for the keeping of all books of account, the preparation of the estimates, of the salary lists and warrants, of the accounts to be rendered to the Commissioners of Audit and others, and of all Parliamentary Returns.

The Postmaster-General to grant two deputations, one to the Cashier, and the other to the Chief Examiner, to sign all drafts on the Bank, and to endorse bills.

Every cheque when signed by the Cashier to be countersigned by the Chief Examiner, or the Clerk next in succession, and when signed by the Chief Examiner to be countersigned by the Clerk next in seniority to the Cashier.

Cheque-books to be provided with counterfoils, containing 100 cheques in each book, and no more. The cheques and counterfoils to be numbered in one continued series.

The blank cheque-books to be in the custody of the "Receiver and Accountant-General," and to be issued to the Cashier only as required.

The daily and other reports of the sums payable on account of revenue, forming what is termed the charge, to be made to the "Receiver and Accountant-General" in duplicate,—one copy for the Cashier, the other for the Chief Examiner.

The Cashier to enter the sums he receives, day by day, not in the aggregate, but each transaction separately, in a list, with such particulars as may be desirable.

To do the like with his payments.

At the close of each day, *i.e.*, at an hour to be fixed upon, the Cashier to send his lists of receipts and payments, together with the vouchers in support thereof, and the cheque-book, to the Chief Examiner.

The Chief Examiner to compare the amounts received with the charge and the vouchers, and the sums paid

with the vouchers and cheque-book, and to insert in both lists the heads of service to which the several items of receipt and expenditure should be posted. The remaining blank cheques to be counted. Both lists should then be passed on to the Principal Book-keeper, and the cheque-book returned to the Cashier.

The Principal Book-keeper to check the correctness of the classification, and to enter the amount of each list, in one sum, into its proper cash-book, and to compare the balances, as shown by the two cash-books (Revenue and Vote), with the corresponding pass-books of the Bank of England, daily.

It will be seen from the foregoing sketch of the working of the new system, that it would at once abolish the double operations now performed by the Receiver and the Accountant-General, while it would at the same time open the way for such further simplifications and arrangements of detail as would materially conduce to an economy of labour.

The numbers at present employed in the two Offices of Receiver and Accountant-General are as follow:—

1 Receiver-General.
1 Chief Clerk.
18 other Clerks.
1 Accountant-General.
1 Deputy do.
42 Clerks.

In all, 64 persons.

And although it is difficult to determine the precise number which will be required for the consolidated Office, we consider that the duties might fairly be undertaken with a force of—

	£		£	£
1 Receiver and Accountant-General, at	600	rising by	25	to 800.
1 Cashier - -	„ 400	„	20	„ 550.
1 Chief Examiner -	„ 400	„	20	„ 550.
1 Principal Book-keeper	400	„	20	„ 500.

46 Clerks, divided into the same classes, and receiving the same rates of salary as the Clerks in the other departments of the Post Office.

In all, 50 persons.

Money Order Office. Its origin.

The facility of transmitting small sums of money through the Post Office was first given to the public in

1792, when a plan organized for that purpose received the sanction of the Postmaster-General.* In the origin, it appears to have had for its principal object the transmission of small sums to soldiers and sailors; but the public generally soon availed itself of the facilities offered.

The first projectors of this plan were three officers of the Inland Office, who carried it on as a private enterprise, without any interference on the part of the Post Office authorities. Premises were hired for the purpose in a building apart from the Post Office, and the necessary capital was found by the projectors, who were however assisted, to a certain extent, by being allowed to carry on the correspondence arising out of the business in question, free of postage.

The orders were limited to five guineas, and the commission was a per-centage of eightpence in the pound. The profit derived from this source by the parties who originated the plan was about 240*l.* per annum each.

Its connexion with the Post Office.

In April 1838,† the Postmaster-General, acting on the recommendation of the Commissioners of Revenue Inquiry, that, "if it should be deemed expedient still to sanction "an Establishment of this description annexed to the "General Post Office, its management should be directly "controlled by proper officers of this department, and its "produce be appropriated to the revenue," recommended to the Lords of the Treasury that the Money Order Office should be converted into an Official Establishment.

The Treasury having acquiesced in this arrangement, the business of the Money Order Office was carried on from the 6th December 1838, on Government account. The amount of a single order was limited to 5*l.*, and the commission reduced from 8*d.* in the pound, to 6*d.* on every order of 2*l.* and under, and to 1*s.* 6*d.* on sums from 2*l.* to 5*l.*

In November 1840, with the view of taking away all inducement to remit *coin* by post, the commission was further reduced to 3*d.* instead of 6*d.*, and to 6*d.* where it was before 1*s.* 6*d.*

Increase of business.

The following Table shows the gradual Increase from 1842 to 1853.

---

* 18th Report of Commissioners of Revenue Inquiry, p. 85.

† 18th Report of Commissioners of Revenue Inquiry, p. 86. The Commissioners of Post Office Inquiry also recommended this measure. 10th Report, p. 5.

—	England and Wales.					Ireland.					Scotland.					United Kingdom.				
	Issued.			Paid.		Issued.			Paid.		Issued.			Paid.		Issued.			Paid.	
	Number.	Amount.	Commission.	Number.	Amount.	Number.	Amount.	Commission.	Number.	Amount.	Number.	Amount.	Commission.	Number.	Amount.	Number.	Amount.	Commission.	Number.	Amount.
	No.	£	£	No.	£	No.	£	£	No.	£	No.	£	£	No.	£	No.	£	£	No.	£
In 1839, the first year after the establishment of the Money Order Office as an official branch of the Post Office, when the poundage of 8*d.* was reduced to a commission of 6*d.* for every order not exceeding £2, and of 1*s.* 6*d.* for every sum above £2 and not exceeding £5, the number and amount of orders issued and paid, and the amount of commission on the orders issued, was - - - -	142,723	240,063	5,157	124,004	208,586	30,015	47,295	964	47,022	71,426	16,183	25,765	531	17,609	31,715	188,921	313,124	6,652	188,635	311,727
In 1840, the first year of the Penny Postage -	482,764	802,827	14,203	429,600	739,963	53,507	77,167	1,524	89,388	120,950	51,526	80,980	1,476	50,900	83,372	587,797	960,975	17,203	569,888	944,287
In 1841, after a further reduction of the commission from 6*d.* to 3*d.* and from 1*s.* 6*d.* to 6*d.*	1,290,115	2,657,969	21,977	1,268,660	2,638,060	125,170	215,382	1,988	1(51	245,887	137,560	254,155	2,227	132,899	256,147	1,552,845	3,127,507	29,192	1,560,210	3,140,096
In 1853 - - -	4,405,365	8,501,517	73,652	4,240,704	8,339,938	396,966	662,547	6,386	551,555	778,196	412,959	752,130	6,782	420,806	802,161	5,215,290	9,916,195	86,820	5,213,065	9,920,296

In	Increase in the amount of Issues, as compared with the preceding year.				Increase in the amount of Payments, as compared with the preceding year.			
	England and Wales.	Ireland.	Scotland.	United Kingdom.	England and Wales.	Ireland.	Scotland.	United Kingdom.
	£	£	£	£	£	£	£	£
1842 - - -	1,051,809	80,496	77,365	1,209,270	1,049,398	51,269	92,846	1,193,513
1843 - - -	659,566	63,006	53,092	775,664	636,362	58,817	62,671	757,850
1844 - - -	489,541	32,808	60,205	582,554	498,388	42,088	58,157	598,633
1845 - - -	604,568	43,638	69,759	717,965	526,203	85,278	70,156	681,637
1846 - - -	463,020	84,547	110,130	657,697	467,673	127,981	76,715	672,369
1847 - - -	674,185	65,577	92,358	832,120	609,166	195,450	50,181	854,797
1848 - - -	261,145	18,738	(31,776 decrease)	248,107	391,323	(141,247 decrease)	3,516	253,592
1849 (from the 6th Jan. to the 31st Dec. only.)	19,062	(11,688 decrease)	(6,025 decrease)	1,349	28,060	(21,093 decrease)	(1,097 decrease)	5,870
1850 - - -	292,757	31,228	17,870	341,855	253,796	37,513	33,390	324,699
1851 - - -	344,438	29,627	11,857	385,922	333,734	39,770	19,684	393,188
1852 - - -	543,001	2,751	12,106	557,858	499,347	8,777	39,352	547,476
1853 - - -	440,456	6,437	31,024	477,917	408,428	47,706	40,443	496,577

Its constitution.

The circulation of this large and constantly increasing amount of money throughout every part of the United Kingdom in small sums, averaging less than 2*l.*, (the total number of orders issued in 1853 being 5,215,290, and the amount 9,916,195*l.*) is effected by means of a chief office attached to each of the Metropolitan Establishments in London, Dublin, and Edinburgh, and the agency of the different postmasters throughout the country.

The number of Money Order offices in the United Kingdom, including the chief offices, is 1808. These are divided into major and minor, the distinction being, that minor offices cannot issue Money Orders to a greater amount on any one day than 50*l.*, and that their advices, instead of being forwarded direct to the offices upon which the orders are drawn, must pass through the chief office.

Balance held by it may be further reduced.

The chief offices, in addition to the duties common to all, of issuing and paying orders, have the direction and control of the operations of the country postmasters, supplying them with funds, receiving and examining their accounts, (which as regards their Money Order duties are quite distinct from their Revenue Accounts,) and embodying the whole in a general quarterly statement, showing the assets and liabilities of the department.

Hitherto the amount of revenue held by the Money Order Office has been considerable. On the 30th September 1853 it amounted to not less than 127,000*l.* This sum has, however, been gradually reduced to 55,000*l.*, at which it stood on the 11th March 1854; and we conceive that by proper arrangements the Money Order Office might be placed in a condition to meet its liabilities without any aid from the revenue other than the occasional and *temporary* employment of the revenue by the country postmasters, a matter which we think of considerable importance.

The average amount of outstanding orders is estimated at 95,000*l.*; but as the remittances from the country include, on an average, 43,000*l.* in bills having mostly twenty-one days to run, and as the orders supplied to the Committee of Education, averaging 12,000*l.* every six weeks, are only paid for periodically, the available cash is reduced to 40,000*l.* In aid, however, of this sum, may be taken the commission on the orders, which is only paid over to the revenue periodically, so that if means could be taken to reduce the amount remitted in bills by only

one-half, the funds of the Money Order Office would be amply sufficient to meet the demands of that service. This object would be further secured were the Committee of Education to liquidate their account with the Money Order Office once a fortnight instead of every six weeks as at present.

Forfeited Orders.

In estimating the resources of the Money Order Office we have omitted the amount of forfeited orders, which, together with the unclaimed property found in dead letters, may amount to about 1,200*l.* or 1,300*l.* a year; as we find that these sources of income have been appropriated, under Treasury sanction, to the formation of a fund to aid such officers of the Post Office as may effect insurances on their lives, in the payment of their premiums.

Establishment in London.

The establishment of the chief office in London is composed of a president and 160 clerks. This number includes at this moment twenty-three vacancies, whose place is supplied by work in extra hours.

Making due allowance for the nature and magnitude of the business transacted in this office, and the consequent necessity for what would otherwise appear a considerable establishment, we have been led by the simplicity of the elements which form the basis of its operations, to direct our attention more particularly to the simplification of such of the proceedings as might appear to us unnecessarily complicated, and the discontinuance of others altogether useless.

Business may be simplified.

The result of our inquiries satisfies us that while the business of this office is conducted with method and accuracy, some of its processes might, with perfect safety, be simplified and shortened, if not altogether omitted.

In bringing a few of such instances under notice we abstain from entering into details which we could hardly hope to render intelligible without personal acquaintance with the working of the system; neither will it be necessary that we should elaborate the suggestions we have to offer on this subject; but we have laid before the Postmaster General such suggestions for the amendment of the system as we think will be useful to him.

The principal defect, as it appears to us, is in the manner in which the postmasters' daily returns of orders issued and paid are dealt with after examination.

According to the present practice these returns are abstracted under the days of the year, a form which is not only inconvenient in itself, but which necessitates a

variety of other books, all more or less involving repetition before the matter finds its resting place in the genera quarterly statement.

There is also a tendency to set up separate books for the purpose of establishing checks on the different operations performed in the chief office, which, although satisfactory enough in themselves, have yet, in our opinion, been carried to an unnecessary and burdensome extent.

The abstract book which we have proposed is intended to collect each day's transactions under the head of the Post Town, thus showing at one view the personal transactions of every postmaster from day to day. It also provides a ready means of watching the remittances and daily balances, and affords an easy comparison with the monthly account of the postmaster, which is not the case in the present process. In fine, it facilitates every subsequent operation from the abstract book to the ledger.

One other book for the purpose of recording sundry particulars, which could not conveniently be included in the abstract book, would be all that would be required to complete the process of abstracting, instead of the numerous books now used for that purpose.

We would also suggest that the minor offices should send up their accounts in the same form as the major offices, instead of the skeleton form now in use, which necessitates the particulars being entered in a book called the "Minor Office Ledger," from the letters of advice.

Certain books designated as "Previous Issue Registers," we consider unnecessary, as also the "Credit Registers" of the international accounts, and the "Register of the Amount of Paid Orders" in the chief office.

Having thus suggested, generally, the means by which the proceedings of the Money Order Office might safely, in our opinion, be simplified and rendered less laborious, we leave the subject in the hands of the Postmaster-General, in the full confidence that the practical knowledge of the officers of this branch of the Post Office will find it no difficult task to carry out this simplifying process in all its details.

Establishment may be reduced.

The extent to which the alterations we recommend may affect the numerical strength of the office, will of course depend on the manner in which our suggestions are carried out. We are not therefore in a position to form any very precise estimate on this point. Nevertheless, we think that it would not be too much to expect that the duties of

the Money Order Office might, when simplified, and consequently shortened, be carried on with the number of persons at this moment employed (1 president and 137 clerks), without the necessity of filling up the twenty-three vacancies before adverted to, or of employing clerks at extra hours. We propose that the title of President should be exchanged for that of Controller; that his salary should commence at 500*l.* and rise by 25*l.* a year to 700*l.*; that the salary of the Chief Clerk should commence at 350*l.* and rise by 20*l.* a year to 450*l.*; and that the other clerks should receive the salaries already proposed. (See p. 7.)

Having thus gone through the various departments of the Post Office in London, we come next to its establishments in the provinces.

The surveyors.

We have already noticed that the connexion between the central and provincial offices is maintained through the agency of a body of surveyors. The importance of these officers can hardly be over estimated. They are sometimes called the eyes of the department; and the well working of the complicated and extensive machinery of the Post Office undoubtedly depends in great measure upon their intelligence and vigilance.

Their importance.

Mode of remuneration.

The mode in which they are at present remunerated is by moderate salaries, and by an allowance of 26*s.* for every day on which they are absent from home, and 8*d.* for every mile they travel. We think the principle of making a daily allowance, for the purpose of covering the expenses attending absence from home, a fair one; but we consider a mileage allowance to be objectionable. We, therefore, propose that mileage pay should be discontinued, and that the actual cost of all journeys should be reported to the secretary, and defrayed by his orders, as is usual in the case of other persons who travel on the service of the public. The travelling allowance, in addition to the actual cost of locomotion, should be 1*l.* a day. The salary should commence at a minimum of 500*l.*, increasing by 25*l.* a year to a maximum of 700*l.*

Surveyor's Clerks.

The surveyors' clerks are at present allowed salaries rising from 100*l.* to 150*l.* a year, with 15*s.* a day for subsistence, and a mileage allowance of 6*d.* for travelling. Their emoluments are calculated, on the whole, at about 350*l.* a year, the amount which a clerk receives for mileage being estimated at 195*l.* per annum, from which must be deducted, of course, the actual expenses to which

he is put in finding conveyances. Their services are of importance, and the experience which they acquire renders many of them peculiarly eligible to succeed to the appointment of surveyor.

We are of opinion that in the case of these officers, as well as in that of the surveyors, the mileage pay should be discontinued, and the actual travelling expenses paid, together with an allowance of 15*s.* a day for subsistence. The salary should, we consider, begin at 100*l.* a year, and rise by 10*l.* a year to 190*l.*, after which it should rise by 20*l.* a year to a maximum of 350*l.* This change will reduce the value of the clerkship for the first years, and increase it in the later years of service. The surveyor of the London district should receive a salary commencing at 250*l.* and rising to 400*l.* a year, by an annual progression of 15*l.*, and should be repaid the actual expenses of travelling; but, as he will not have to sleep away from his home, we do not think that he should have any allowance for subsistence.

Surveyor of the London District.

We have had our attention called to the salary of the private secretary of the Postmaster General. We consider that this should be 300*l.* a year, and that if the private secretary be a clerk in the office, his salary as clerk should be paid to him as is usual in other public offices.

Private Secretary to the Postmaster General.

With regard to the Metropolitan offices at Dublin and Edinburgh, we have particularly turned our attention to the possibility of effecting an economical arrangement by discontinuing them, and placing the Scotch and Irish business immediately under the direction of the central office. We found, however, after a careful inquiry, that there were some portions of the business in which the agency of the branch Establishments could not conveniently, or even safely, be dispensed with.

Offices of Dublin and Edinburgh; question as to their maintenance.

The management of the accounts in particular requires that receivers should be stationed, and accounts kept, at the capitals of Scotland and Ireland. Remittances to and from England would be both costly and tedious. Country postmasters, requiring sums of money to meet sudden demands, would be much embarrassed if, instead of sending to Dublin or Edinburgh for them, they had to send to London; and the inconvenience would probably be found such as to require that larger sums should be left in their hands than is now thought desirable. Upon the whole it appeared to us that the account business, at

all events, could not advantageously be concentrated in London.

Dead Letter Office.

Another difficulty appeared to arise in respect of the Dead Letter Offices. Letters posted in Scotland or Ireland, with imperfect addresses, or with insufficient prepayment in cases where prepayment is required, are openedat the Metropolitan office for the purpose of being returned to the writers. Were it necessary to send all such letters to the Dead Letter Office in London, not only would two days at least be lost in the course of transmission to and fro, but much difficulty would be experienced, from want of local knowledge, in deciphering a considerable number of the addresses of the persons to whom the letters have to be returned. The loss of time and the annoyance to the public would probably be such as to render it practically impossible to remove this portion of the establishment to London.

Inexpediency of centralizing the offices.

If, however, an Accountant's branch and a Dead Letter branch are to be separately kept up, there is little to be gained in the way of centralization. The mere abolition of the local secretaries would be scarcely any gain in point of expense, for it would be absolutely necessary to appoint two highly paid clerks in the London office to attend to the Scotch and Irish business, and the local establishments would be less well regulated, and probably more expensive, if the controlling authority of the Secretary were removed. On the other hand, the removal of these officers would give rise to much inconvenience in the two kingdoms. A good deal of correspondence takes place between them and the Surveyors, as well as between them and the public, which is not transmitted to London; and although, in the more important cases, reference is ultimately made to headquarters, there are many in which the local Secretary is able to decide the matter more expeditiously, and therefore more satisfactorily, than could be done in London. Some advantage is also derived from the personal interviews which an officer of the rank of a Secretary is enabled to hold with persons of consequence in Scotland and Ireland, who visit the capitals of their own countries on business.

Footing on which the Scotch and Irish offices should be placed.

For these reasons we are of opinion that the Scotch and Irish offices should not be discontinued. As we have not had an opportunity of personally inspecting them, we cannot give a detailed scheme for their arrangement, but

we recommend that the Postmaster General should direct such a scheme (including also the arrangements for the Scotch and Irish surveyors), to be prepared by some competent person practically acquainted with them. The general outlines of such scheme would probably be in conformity with the recommendations of this report, subject to such modifications as might appear necessary. The forms of account which we have proposed for the London office, the consolidation of the departments of the Accountant and Receiver-General, the improvements which we suggest in the Money Order Office, and other measures set forth in this report, will be applicable to the Edinburgh and Dublin offices also. The scales of salary should be in proportion to those which we have suggested, but the rate of pay should be lower, as the expenses of living in the provincial capitals are also lower. We may add that we see no reason for the difference which exists between the salaries of the Scotch and the Irish secretary. We think that they should be placed on the footing of the English Assistant Secretaries, beginning at 700*l.* and rising by 50*l.* a-year to 1,000*l.*

Country Post Offices.

We abstain from entering into any inquiry into the constitution and salaries of the country Post offices. These will no doubt furnish ample subject for a separate inquiry, which we think the Postmaster General may very advantageously institute.

Postmasters to appoint their Clerks.

The only recommendation which we have to make with respect to their discipline is one which has been strongly pressed upon our notice by the complaints which we have heard from some of the country postmasters respecting the clerks who are appointed to their offices. We suggest that country postmasters should appoint their own clerks, subject to the special approval of the Postmaster General in every case, and subject also to such general rules as he may prescribe with regard to age, certificates of character, examination, and other matters. The power of dismissal should, of course, rest with the Postmaster General.

Manner in which promotions should be regulated.

Having thus gone through the various branches of the Post Office establishment, we have now to call attention to some points which are of general interest to them all.

It is impossible to look at this great department without being struck by the large field for promotion which it contains within itself, and the opportunities which it consequently affords for at once encouraging merit in the lower ranks and filling the higher offices with men of tried

character and abilities. We consider it of great importance that the service should not be discouraged by the appointment of strangers to the higher and more lucrative situations, if there are officers already engaged in the department who are well qualified to take them.

All promotion should be strictly regulated according to qualification and merit. No annual increase should be allowed within any class without a certificate from the chief clerk, or senior officer of the division, that the officer claiming the increase has been regular in his attendance, and has given satisfaction by his conduct during the preceding year. In the case of promotions from class to class, the vacancy in the higher class should be reported to the Postmaster-General by the secretary, together with a list of the names of the gentlemen in the class below, showing the dates of their several appointments, and any particulars respecting their characters or services which may from time to time have been recorded by the direction of the Postmaster-General or the secretary. From this list the Postmaster-General should, with the advice of any practical officers whom he may think fit to consult, select the fittest man for promotion, and should direct a note to be made of the circumstance, and of the place which such person held in the class previously to promotion. He should also cause notes to be made respecting any other gentleman in the class whom it may appear to him desirable to distinguish; and all such notes, and any notes either of approbation or censure which he may at any time desire to make, should be entered in a book, which should be preserved in the office.

Superior or staff appointments should be filled by the appointment of men already in the service of the Post Office, provided persons thoroughly well qualified for them are to be found. Of course, in the event of the Postmaster-General not being able to find a proper person in the service for any appointment that may become vacant, it must be filled from without.

There is one class of appointments to which we wish to call particular attention, in connexion with this subject. We allude to the postmasterships in the country offices. These appointments are at present made by the Lords of the Treasury. It appears to us, however, that it is a matter of importance that they should be placed at the disposal of the Postmaster General, both because he is in a position which gives him a greater interest in making

good appointments, and greater facilities for doing so, and also because the power which he would possess of rewarding meritorious officers in his own department, by promoting them to the charge of the important provincial offices, would materially conduce to the general efficiency of the whole body. The public would thus be doubly benefited by having the important provincial offices filled with men who thoroughly understand their business, and by the improvement in the General Department which might be expected as an indirect consequence of the measure. We accordingly recommend that the appointments to the country postmasterships should in all cases be made by the Postmaster General.

Hours of office-work.

Some questions have arisen as to the hours of office work, and the remuneration of clerks employed out of the prescribed hours.

As a general rule, we consider that every man employed in a Government office should be prepared to devote to his duties, not only the ordinary time which it is calculated that they will occupy, but as much more as may be necessary to meet any special emergencies. Thus, if the ordinary hours in a particular department be six, and a pressure of work arises requiring the attendance of the clerks for seven, eight, or even more hours, such attendance should be given without any extra remuneration. The same rule will apply if the ordinary hours of work are more than six, as the salaries will have been calculated accordingly.

Extra work objectionable,

A practice prevails in some offices of limiting the hours of work, and of allowing the clerks to perform extra work out of hours, and to receive extra pay for the same. This practice we consider objectionable. It has the effect of inducing the clerks to exert themselves unduly in the hours of extra work, the necessary consequence of which in many cases is, that they are exhausted and unfit for their duties during the ordinary office hours. It may at first sight appear hard to debar an industrious man from eking out a small salary by labour out of office hours; but we are decidedly of opinion that a just consideration of the interests of the clerks themselves, as well as of those of the public will dictate the conclusion that the Government ought to engage the whole time of its servants, pay them properly for it, and place them under such regulations as may husband their strength and render them capable of the largest and most efficient term of service.

And should be discontinued.

Extra work prevails in several departments of the Post Office; but we consider, for the reasons we have just assigned, that it should be discontinued. We find, for instance, that in the Money Order Office the ordinary hours of work are considered to be six, but that it being necessary that certain books should be entered up after the closing of the Accountant General's Office, clerks are allowed to volunteer to remain after office hours for the performance of this duty, and are remunerated with extra pay. In place of this arrangement, we consider that a scheme should be prepared for requiring each clerk in the second and third classes to take his turn at this duty without any extra remuneration. The same rule should be observed in other departments, subject to the exceptions to which we shall presently advert.

Certain cases in which extra pay may be retained.

In speaking of the propriety of discontinuing extra work, it is not our intention to express an opinion against awarding a higher rate of payment to those who are, as a matter of ordinary duty, employed upon services which require peculiar attention, or which have to be performed at unseasonable hours. Such, for instance, are the cases of the clerks in the Money Order Office, who are employed as windowmen, or in conveying money to and from the office of the Receiver General. The allowances made for these services may, we think, be properly continued. With regard to work at unseasonable hours, we consider that an extra allowance may be made to all persons employed at the Post Office between 9 P.M. and 7 A.M.

Holidays and absence on leave.

We recommend that provision should be made for giving every person employed in the Post Office some relaxation in the form of annual holidays, without deduction from his pay. We consider that a short periodical remission of business has a tendency to render the services of public officers more valuable, by the effect it has upon their health and spirits; and we therefore recommend it as a measure of public economy. We are of opinion that the annual holiday should be one month for those of the clerks, who have not hitherto had any holidays allowed to them, and a fortnight for the sorters, letter carriers, and inferior officers. Any days of absence, beyond these periods, from whatever cause, must continue to be deducted from the pay of the officer, according to the present regulations.

Bonds to be discontinued in certain cases.

It is the practice to take security from all persons employed in the Post Office, and this is felt to be a heavy

burden by many, who are not in positions which give them access to public money. We consider that in future no person should be required to give a bond or find sureties unless he is in such a position.

Inspector General to be discontinued.

In connexion with the question of the security of the revenue, we have to call attention to an officer whose appointment we consider to be an unnecessary one. We mean the Inspector General, at a salary of 700*l.*, who is employed in the investigation of cases of fraud. We recommend that this office should be abolished and the duty transferred to the Solicitor's Office, where an additional clerk may be appointed in consideration of the increased business. The Inspector General is at present allowed the services of a clerk, whose office would cease with that of his principal.

We understand that a gentleman holding a clerkship in the London District Office is also employed upon investigations in cases of suspected fraud, and is paid according to the time spent upon them. We do not recommend any interference with this arrangement.

Solicitor's Office Salaries.

With regard to the three clerks in the Solicitor's Department, we recommend that their salaries be fixed respectively at the amounts proposed for the three classes of clerks in the Secretary's Office, viz.:—from 400*l.* to 500*l.* for the first, from 260*l.* to 380*l.* for the second, and from 120*l.* to 240*l.* for the third; it being understood that the gentleman now acting as third clerk will not be deprived of his right of rising to a maximum of 300*l.* The travelling allowance of the Solicitor should be 1*l.*, and that of the clerks, 15*s.* a day.

Rule as to Travelling Allowances.

We here take occasion to observe, that it is important to bear in mind with respect to travelling allowances, that they are intended to cover the actual cost of subsistence, and are not to be regarded as an indirect mode of giving additional remuneration. They ought not, therefore, to be reckoned as part of the emoluments of any office; and should they be altered or reduced, no claim for compensation should be allowed in respect of any difference between the subsistence allowance and the actual cost of travelling. They should be regarded as subject to revision from time to time, in case of their appearing to be too large or too small for their purpose; and the full amount should never be allowed except when the officer passes the night away from home.

Alterations, how to be carried into effect.

We have now completed our suggestions, in respect of many of which we have to acknowledge our obligations to several of the practical officers of the Post Office, from whom we have received very valuable information. It only remains for us to say, that we think the alterations we have proposed should be carried into effect with as little delay as possible. In some cases where we have recommended the abolition of particular appointments, it will probably be thought better to allow the existing holders of them to continue for the present, than to place them on the retired list with compensation for the loss of their offices, though the latter course may be desirable in some cases,—such, for instance, as that of the Receiver-General. In the course of our examination we have become aware that, under the system of promotion hitherto in use, some officers have advanced to positions for which they are not properly qualified; and it will be necessary, before applying the new scale of salaries which we propose, that the Postmaster General should, by re-arrangement, correct any such anomalies. It will also be necessary that he should determine the future complement of each class, according to the nature and amount of duty to be performed in it; and where the number of officers in any existing class is different from the number in the new class, or where the number of classes is different, that he should make a re-distribution of the officers; but in none of these cases should an officer lose any portion of his present salary. The re-casting of salaries should, we think, be immediate; the principle of effecting it being to allow those persons whose salaries at present exceed the amount we have proposed to continue as they are, both actually and as respects their advance to the *maxima* of their respective classes; to raise those whose salaries are below the proposed *minimum* of the class in which they are to stand, up to that *minimum;* and with regard to persons whose salaries are at any point between the *maximum* and the *minimum*, to take them up at the point at which they are, allowing the next annual increment to begin to accrue from the date at which our suggestions are directed to take effect, which will make such increment actually payable one twelvemonth after that date.

In calculating existing salaries, it will be necessary to take into consideration the circumstance, that according to the present arrangement they advance by periods of

five years. If, therefore, two or three years have elapsed since the last advance, the salary must be estimated accordingly; that is to say, if a clerk is in the receipt of a salary of 150*l.* which is to rise to 170*l.* at the end of five years from the date of its advance to the present point, and if three years have elapsed since it reached 150*l.* then it must be reckoned as a salary of 162*l.* and dealt with accordingly.

There will, however, be some cases with which it is more difficult to deal upon a fixed principle. Such will be those in which promotion depends, not upon annual or quinquennial progression, but upon vacancies arising from death or resignation. It is impossible for us in a report of this nature to anticipate and provide for all such cases, nor do we consider it necessary to attempt to do so. The scheme we have proposed is, upon the whole, for the advantage of the department, and we no not think that the possibility of its being productive of inconvenience to a few individuals is a sufficient reason for setting it aside. It would, on the other hand, be undesirable to make provision for the indefinite discussion of cases which may arise under it; and we consider that, as a general rule, it ought, when once adopted, to be regarded as final. In order, however, to meet the most important of the difficulties which are to be expected, we recommend that should any case occur at any time, within three years after the adoption of the new scales of salary, in which it is distinctly proved to the satisfaction of the Postmaster General and the Lords of the Treasury that any person is actually a loser (by which we do not mean that merely anticipated losses shall be taken into account), in consequence of the adoption of such scales, such compensation should be made as may, in the judgment of the Postmaster General and their Lordships, be sufficient to satisfy the justice of the case

ELCHO.
STAFFORD H. NORTHCOTE.
C. E. TREVELYAN.
E. A. HOFFAY.

30*th May* 1854.

APPENDIX.

A Weekly Statement of Receipt and Payments to be forwarded by Postmasters.

**** This Account to be sent to the Accountant General by Monday's Post.*

Postmaster at _____ in Account with the Postmaster General for the Week ended the ___ day of _____ 185___.

RECEIPTS.

	£	s.	d.
Balance brought from preceding Account, viz.:—			
Cash - - - - - - - -			
Postage on Letters undelivered - - - -			
Postage Stamps { Labels - - - - - - -			
Postage Stamps { Envelopes - - - - - - -			
Balance of Errors on previous Accounts - - - - - - - -			
Amount of Unpaid Letters received, viz.:—			

Total Number of Unpaid Letter Bills which should accompany this Account according to the last Instructions.	London. No. of arrivals daily	Cross Posts. No. of arrivals daily	Railway. No. of arrivals daily	Local.
Sunday -				
Monday -				
Tuesday -				
Wednesday				
Thursday -				
Friday - -				
Saturday -				
Totals -				

	£	s.	d.
Amount received for Paid Foreign and Colonial Letters and Newspapers, viz.:—			
Total Number of Paid Letter Bills Despatched during the Week according to the last Instructions. — Sent by London - - - - - (No. of despatches daily.)			
„ Cross Post - - - - -			
„ Railway - - - - -			
- - -			
- - -			
Amount received for			
Ditto for			
Value of Postage Stamps received { Labels - - - - - -			
Value of Postage Stamps received { Envelopes - - - - - -			
Transfers from Money Order Account - - - - - - - - - - - -			
Cash Remittances from London - - - - - - - - - - - - -			
£			

Note.—This Account must be accompanied by all the Letter Bills, and by a Receipt for every Payment made.

PAYMENTS.

	£.		d.
Balance of Errors on previous Accounts - -			
Dead, Mis-sent, and Re-directed Letters:—			
Dead Letters - - -			
Mis-sent and Re-directed Letters			
Salary of Postmaster - - (Payable Monthly)			
Allowance for Assistance - - do.			
Compensation for loss of Fees - do.			
Poundage to Postmasters and Sub-Postmasters on the Sale of Postage Labels - - (Payable Quarterly)			
Salaries of Clerks - - - (Payable Monthly)			
Wages of Letter Carriers - - (Payable Weekly) -			
Ditto of Rural Post Letter Carriers do. -			
Ditto of Sub-sorters, Messengers, Stampers, and Porters - - do. -			
Salaries of Sub-Postmasters and Receivers, (including Allowances for Delivery) - - (Payable Quarterly)			
Allowance on Money Orders to do. do. -			
Wages of Letter Carriers at Sub-Post Offices - - - (Payable Weekly) -			
Incidental Payments - - (Whenever made) -			
Wages of Mail Guards - - (Payable Weekly) -			
Gratuities on Ship Letters - - (Whenever paid) -			
Transfer to Money Order Account - - -			
Remittance made to London (less Balance in hand*) -			
*Balance in hand on the of 18 , viz.:—			
Cash (fractional part of a Pound)			
Postage on Letters undelivered -			
Postage Stamps { Labels - - - -			
Postage Stamps { Envelopes - - -			
£			

To the Right Honourable the Lords Commissioners of Her Majesty's Treasury.

My Lords,

I have received the Report of the Commissioners appointed to inquire into the Establishment of the General Post Office, which was referred to me by direction of your Lordships on the 30th ultimo, for any observations that I might have to offer upon it.

I beg leave to express my opinion that the changes in the organization and condition of this office which have been recommended by the Commissioners will, if adopted, greatly increase its efficiency; and I think there is good reason to believe that they will be generally satisfactory to the officers and servants of the department.

The following are the only observations which I have to make upon the Report:

1st. As regards the manner in which Promotions should be regulated (page 35–7).

I cordially concur in the principles which the Commissioners have laid down upon this head, and I believe it to be in the power of the Postmaster General to give full effect to them.

But cases will arise in which, as it appears to me, it will not be necessary or desirable to follow the detailed process which the Commissioners have suggested as ensuring the selection of the person most fit for promotion. Such will be those in which a vacancy takes place in the higher offices of the department, and when the person best qualified to fill it will probably be found amongst the clerks who have worked under the immediate observation of the Postmaster General, and of whose merits and qualifications, both as regards the degree and the nature of them, he will have had the means of forming a sure judgment.

In these cases (and though not of frequent occurrence, they will be important) I think that the reports and notes to which it is proposed that the Postmaster General should refer will be in a great measure superseded by his own experience of the ability, character, and conduct of the persons from whom selection can properly be made.

2d. As regards the discontinuance of Extra Work (page 37–8).

I think that there should be a relaxation of the rule prescribed by the Commissioners in this matter.

The heavy and sudden pressure brought upon the office by Returns or Information called for in Parliament by Committees of either House, or by your Lordships, and the occasionally urgent nature of business arising out of the relations of the department with railway companies, make it desirable that some discretion should be left to the Postmaster General in this respect.

I believe that not only is this necessary for the rapid and satisfactory performance of the work thus thrown upon the Office, but that economy also will be promoted by it.

At the same time I join with the Commissioners in considering that the habitual discharge of current business by extra work, as in the instance mentioned by them, should be discontinued.

3d. As regards carrying the alterations into effect, and especially the re-casting of Salaries (page 40–1).

In several instances the proposed scales of salary will diminish the income of an officer, and it may not be possible to meet the case by placing that officer in any of the classes prescribed by the Commissioners.

It will be right that the Postmaster General should be empowered to bring such cases under the special consideration of your Lordships.

It will also be desirable that the order in which the various branches of the establishment shall be dealt with should be left to the consideration and decision of the Postmaster General; and that the new arrangement of Classes, and the new scales of salary should take effect as soon as your Lordships shall sanction the arrangements in regard to the number in each class, and as to other details which I shall have to submit for your approval.

Subject to the modifications above suggested, I shall be ready to carry out the recommendations of the Commissioners upon receiving the authority of your Lordships to that effect.

I have the honour to be,
My Lords,
Your Lordships obedient servant.
CANNING.

General Post Office,
7th June 1854.

TREASURY MINUTE, dated July 28, 1854.

My Lords have before them the Report of the Committee appointed to inquire into the Post Office establishment, together with the remarks made thereupon by the Postmaster General in his letter dated the 7th day of June, proposing certain slight modifications therein.

With regard to the Report itself, my Lords notice with great satisfaction the evidence which it exhibits of the pains which have been bestowed upon the inquiry by the Committee, and the extensive improvements which they propose as the result thereof. With those proposals my Lords are pleased, with some slight exceptions, to express their entire approval.

In the first place, my Lords approve of the modifications as suggested in Lord Canning's letter already referred to.

In the next place, my Lords are of opinion that the limit of age for admission to the service (viz., 17 to 23) for Letter Carriers and Sorters is too low. My Lords advert first to the trustworthy character of the duty, requiring, at least, considerable steadiness of character and habits, which may not be easily secured at so early an age, and they also advert to the fact, that the limit of age for admission into other parts of the public service for which the officers are drawn from similar classes of society, and where the duties are not of a character requiring so much trust, extends to the age of 30. My Lords are therefore of opinion that it is desirable that a latitude should be given to the Postmaster General in the selection of this class of officers up to the age of 27.

The only other point in the report which my Lords desire to modify, is that which proposes to transfer the appointment of local Post Masters from this Board to the Postmaster General. My Lords entirely concur with the Committee that it would be beneficial to the public service and advantageous to the Post Office department, that the Postmaster General should have an opportunity of

rewarding meritorious servants by promoting Post Masters to more important towns when vacancies occur, and by appointing deserving officers in country Post Offices as well as in the chief office in London to the charge of local Post Offices. But it appears to my Lords that this principle can only be applied with advantage to a class of Post Offices where, from their importance and the amount of the emolument, the office is held as a separate and distinct appointment and apart from any other pursuit or employment; and that it would be inapplicable in all cases where the Post Office is held in conjunction with a private business or profession, in which case it is obviously necessary that the appointment must be conferred upon a local person. In the latter cases, my Lords are of opinion that it is for the public interest that the appointments should continue to be made as at present, by my Lords, after consulting, through the recommendation of the members for the county or town, the convenience and wishes of the population. My Lords are therefore pleased, in order to carry out these distinctions, to decide that in future all appointments of Postmasters to provincial offices, where the net income shall exceed 175*l.* a year, shall lie with the Postmaster General, and in all other cases, that the appointments shall continue to be made as at present.

With these exceptions, my Lords are pleased to authorize the Postmaster General to take steps to give effect o the recommendations of the Report.

LONDON:
Printed by George E. Eyre and William Spottiswoode,
Printers to the Queen's most Excellent Majesty.
For Her Majesty's Stationery Office.

BIBL.
LONDIN.
UNIV.

L 10 FEB 1973